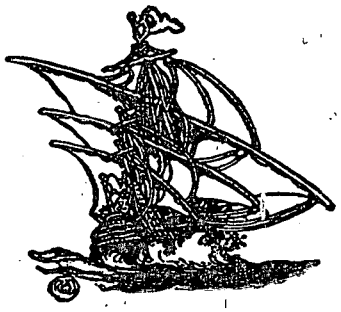
THE SURVEY

MIDMONTHLY

APRIL 15, 1923



Do Americans Want Americanization?

A Question for California

By Robert W. Bruère

Bullieve Me!

By Eleanor Rowland Wembridge

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FREE SPEECH? In Logan the price is high. Heber Blankenhorn, whose vivid picture of the free speech meeting has a gruesome postscript (p. 79), is a member of the staff of the Bureau of Industrial Research, New York.

MARY IRENE ATKINSON believes that juvenile delinquents are people (p. 100). She is chief of institution inspection in the division of charities in the Ohio State Department of Public Welfare. Her article is based on a paper read at the Ohio Welfare Conference.

PROFESSOR ROSS, of the Kansas State Normal School, spreads the Kansas gospel of experiment. In SURVEY MIDMONTHLY for December 15, 1922, he told of a housing plan in Wellington, population 10,000. Now he reports (p. 84) a cooperative health arrangement in Sharon, population 325!

THROUGH an unfortunate misunderstanding the SURVEY attributed to a school-child in Prague the amusing drawings and legends on p. 792 and 793 in the March MIDMONTHLY. We learn that Miss Kroschova is old enough to have cooperated as a staff associate in the work of the American Red Cross there, and acquired her charmingly uncertain English in that way.

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SUNLIGHT, cod liver oil, and rickets are the theme of John C. Gebhart, director of the department of social welfare of the New York Association for the Improvement of the Poor (p. 85).

COPIES of the brief prepared by Mary W. Dewson in the District of Columbia minimum wage case (p. 74) may be secured from the National Consumers' League, 44 East 23 Street, New York.

GORDON HAMILTON (p. 98) is secretary of the sub-committee on feeble-mindedness which has been making a special analysis for the New York Charity Organization Society.

ALICE SALOMON, writing from Berlin, adds a chapter to the story of the disaster to German social work resulting from the fall of the mark (p. 87). On December 15, 1922, she wrote of Pensions and the Mark.

THE INARTICULATE young couples on park benches in the spring find a spokesman in Eleanor Rowland Wembridge, clinical psychologist for the Women's Protective League of Cleveland, whose story "Bullieve Me!" (p. 77), like that of Estelle and Sam in the March 15 SURVEY, furnishes many pointers for caseworkers.

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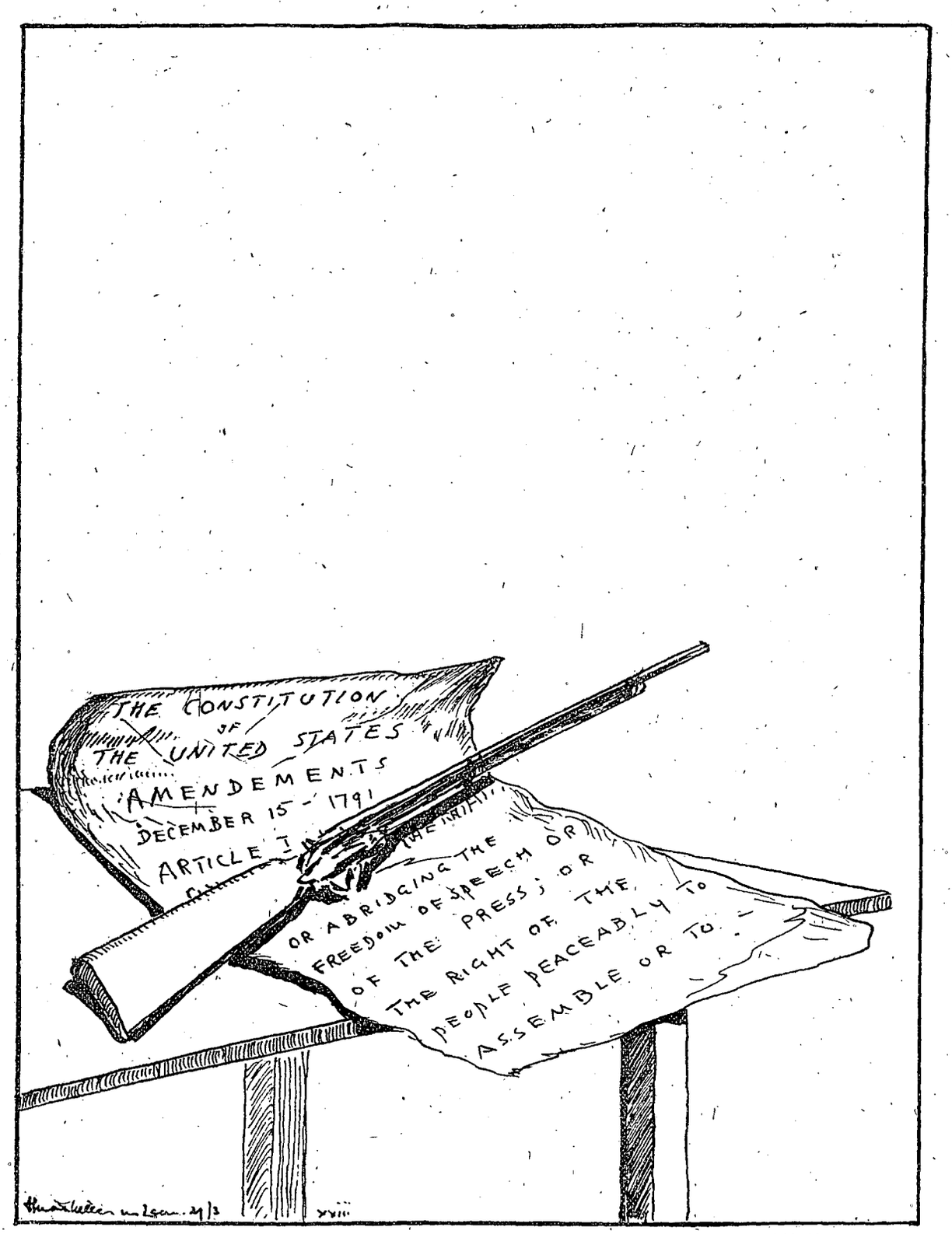

HENDRIK WILLEM VAN LOON

LOGAN COUNTY

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THE SURVEY

MIDMONTHLY

April 15
1923

Volume L
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The Common Welfare

IN the fall of 1921 Martin Tabert set out from a North Dakota farm to see the world, working as he went to stretch his money as far as he could. In Florida, in December, the money ran out. He was arrested for hopping a freight, fined $25, and jailed because he couldn't pay. His family sent the money, but Sheriff J. R. Jones of Tallahassee returned the letter, scrawled "Party Gone." Six weeks later came word that Martin had died in a lumber camp of "malaria and other complications." Behind these simple outlines of a tragic story lay an even more tragic system, gradually revealed to his family in the cautious letters of fellow "convicts" who had seen him die. The "other complications" were conditions of life and labor alleged of this Florida convict camp—work waist-deep in swamp water, poor food and little of it, and finally the lashes of a four-inch leather strap wielded by the overseer of the lumber company which had leased for a year all able-bodied convicts of Leon County, Florida. Martin Tabert died three days after his last flogging with that seven-pound lash. The sheriff who provided the company with this conveniently cheap labor got $20 a head for his trouble, which may explain the return of Martin's fine money. The charges, substantiated by a personal investigation by State Attorney G. Grimson, of North Dakota, are now in the courts in actions against the floggers and the Putnam Lumber Company. The sovereign state of North Dakota, in a ringing resolution unanimously adopted by its Legislative Assembly, has expressed its indignation and has solemnly charged the sovereign state of Florida with its duty to "make impossible the commission of such abuses in the future." Both houses of the Florida legislature, which assembled on April 4, voted for a legislative inquiry as the first business of the session.

AT the opposite pole from the medieval brutality of the Florida county system, to which the case of Martin Tabert has drawn national attention, is the effort of the National Committee on Prisons and Prison Labor to harmonize the interests of the prisoner and the state through an effective organization of prison industries. At the call of this committee seventeen states sent representatives to a conference in Washington late in March at which emphasis was laid on the "states' use" plan for prison labor. This involves the allocation of particular industries to particular states, and the exchange of surplus prison-made commodities between the states for institutional and general governmental use. A standing committee was formed to facilitate this exchange, and another to prepare standard specifications for the goods in question. The National Committee has made no small progress toward substituting, for the futile disciplinary gesture of the older prison workshops, a manufacturing enterprise which is both psychologically and economically sound. It regards this conference as the turning point in the search for a practical and just solution of the prison labor problem.

THE New York legislature is still vitally concerned to keep the wells of learning pure and undefiled. A bill "to amend the Education Law, in relation to history text books," is now pending. It provides that: "No text book shall be used or designated for use in the schools of any city, union, free-school district or common school district of the state which (a) ignores, omits, discounts, or in any manner belittles, ridicules, distorts, questions, doubts, or denies the events leading up to the declaration of American independence, or connected with the American revolution, or the spirit and determination with which the United States of America has established, defended and maintained its rights as a free nation against foreign interference, encroachment and aggression; or (b) ignores, omits, discounts or in any manner belittles, ridicules, falsifies, distorts, questions, doubts or denies the deeds and accomplishments of the noted American patriots, or questions the worthiness of their motives, or casts aspersions on their lives. The commissioner of education shall supervise the enforcement of this law and he shall withhold all public school moneys from any city or district which, in his judgment, wilfully omits and refuses to enforce the provisions of this article, after due notice, so often and so long as such wilful omission and refusal shall, in his judg-

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ment, continue." Eventually the legislature will have to go one step further. It will have to select the text book that satisfies the majority and enact that book into law. Then teachers will know just what they are expected to teach—until the next election, at any rate!

THE war still goes on, meanwhile, in San José, California, where the board of trustees of the Carnegie Library have just banned three books on American history, on the ground that they were insufficiently patriotic. Since two of the books were written by Professor Albert Bushnell Hart, of Harvard, arch-patriot, friend and fellow-historian of T. R. himself, it seems likely that no history book can ever be found that will be satisfactory to the "best minds." Moreover, the American Classical League is still fighting the Germans. The league has been making inquiries in the schools and colleges as to the extent to which American graduate students use foreign languages. In these inquiries Latin, Greek, French, Spanish and Italian are named, but German is carefully avoided. So once again it is demonstrated that the Humanists are humanistic in name, only!

TO the list of large cities with community chests which raise their budgets, add San Francisco and St. Louis. Except for the small city of San José, the Pacific Coast has been surprisingly unsuccessful in the large gesture—typically Western, you might say—of the community chest. Neither Portland nor Seattle has had an altogether happy experience with it. But San Francisco has raised more than its budget of approximately two million dollars, and is particularly pleased to discover that more than 100,000 persons, instead of an estimated 54,000, had a share in giving. St. Louis, after twelve years' effort at correlating social forces, has held an equally successful campaign, raising well over a million dollars with a generous oversubscription. There was a wholesome air of experiment about the enterprise: only forty of the ninety-four agencies in the Community Council took part in the fund, the Catholic and Jewish agencies waiting to be shown. The SURVEY will shortly publish a review of the steps by which St. Louis reached this point in community achievement, which suggests how sound underpinning and a maturing spirit of cooperation contribute to the success of joint financing.

CRANKS and quacks have had all too large a share in gratifying the public's curiosity as to its health and illness. Frequently those who were in the thick of the fight against disease have had scant time to devote to popular education for health. It is, therefore, of special interest and importance that the American Medical Association has changed its earlier policies and is coming out of a narrowly professional bailiwick of healing the sick to the larger preserves of teaching the well how to keep well. Hygeia, the new monthly magazine of the association intended primarily for lay readers, has just made its initial bow with a program of the broadest character. "Hygeia," its editors announce, "will not be devoted exclusively to questions concerning the prevention of disease, though these matters will bulk largely in its columns. It is to be a medical journal for the general reader. It will deal with scientific discoveries that are now employed, or that may in the future be used in the prevention or cure of disease, and with economic, social, political, industrial, and educational problems so far as they have a bearing upon the health and welfare of the people." Armed with the scientific authority of the official medical organization, Hygeia has an unrivaled opportunity to bring about that coordination of medical effort and enlightened public opinion upon which the progress of the health movement must be based.

THE biennial struggle between the proponents of social progress and the inertia of legislatures has been in full swing during the past months. Generally speaking, the lay and professional groups which seek the passage of such laws find it difficult to present an effective front. Sectarianism in social work still hampers unity of effort. Such experiments as the Indiana Committee on Social Legislation are therefore significant. Hurriedly organized in January, this committee could expect to have little immediate influence on the general assembly in its brief session. But it has established itself as a factor in the social resources of the state. The decision to make it a permanent organization with a full-time executive, in preparation for the session two years hence and those which follow, is a practical recognition of the need for persistent and far-sighted effort to clarify opinion and bring it to a working focus.

AS cross-continent commuters leave the greater ugliness of outlying Chicago and the lesser ugliness of Gary, journeying eastward, there is a brief glimpse of unspoiled lake front in the dune-lands. It is good news that the General Assembly of Indiana has at last provided funds to preserve the dunes as a state park. According to press reports, the success of the effort to safeguard them was due to the coherence of a small legislative group from the northwest of the state "which as usual got about everything that the corner county desired." Perhaps a similar bloc technique will be needed to transmute into reality the twenty proposals for new or enlarged state parks in Illinois, put forward by the Friends of Our Native Landscape, at least one of which has been urged for ten years or more. All of them are charmingly described in a brochure published by that organization at Chicago which should have a wide circulation, not only in Illinois, but among those provincial easterners and westerners who are inclined to believe that there is no really interesting American scenery to be found between the Appalachians and the Rockies.

THE female of the species, it appears, is more patriotic than the male. President Harding and his good friends, Dr. Sawyer and Mr. Brown, proposed a Department of Public Welfare as part of the reorganization of the federal administration. Nothing has come of it, to be sure, but there was some applause for the suggestion. It was left for the Woman Patriot Publishing Company to reveal its true inwardness. Protesting against the projected American tour of Mme. Kalinina, wife of the Soviet president, this indefatigable organization charged, in the newspapers of April

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Fools' Day, that the effects of a similar tour by Alexandra Kollontai, in 1915 and 1916, "are still inspiring communist activities and feminist legislation in this country, such as the proposed establishment of a 'Public Welfare Department' similar to the Soviet Welfare Department, of which Kollontai was the first commissar." The serpent of bolshevik propaganda must have been coiling its slimy length about the pillars of the front porch at Marion! The Woman Patriot is outdoing Mr. Easley in making the reactionary attitude ridiculous.

The Bar and the Brewers

HOW deep a Dutchman's draft should be is the question back of the visit to this country of E. van der Meulen and N. A. de Vries, both members of the executive committee of the Dutch society for the abolition of alcoholic drinks. They are here to find out how prohibition is working and will spend three or four months in this country. They will go back with data not only as to American stomachs and nervous systems and thirst and jails and hospitals and civil liberties and stills and such: but also with some very interesting cross sections of the American mind and its every-day habits—our proneness, for example, to roll on the tongue sweeping allegations which take character from whether the tongue be dry or wet. Or wants to be. The old bogey in the early days of the compensation movement that 99 per cent of industrial accidents were due to the carelessness of the men has its counterpart in the vast company of alcoholic young girls that make up the imaginative ballet of your ardent opponent of the eighteenth amendment. And vice versa. At the end of the first week, the Dutch investigators had found half the things told them by Americans on board ship, pro and con, crinkling up into fables. The lawyers they had interviewed seemed so proverbially of one stripe as to the infringements of personal freedom that they had all but come to think that the American Bar Association was an offshoot of the United States Brewers.

Starting out in New York, such inquirers could easily roll up affirmative or negative opinions, according to the prejudices with which they started in, like a snow ball, which would be round and full and convincing to themselves by the time they reached San Francisco. But to get at the facts is a much more exacting task. With the thoroughness of Hollanders, they may be expected to endeavor to get away from hearsay and rationalizations; and they may find they can do this in direct ratio to their distance from the Atlantic seaboard.

We are strong for straw ballots, but these Dutch investigators are confronted at the start with the amazing lack of any convincing American inventory of the actual results of the most sweeping piece of social legislation ever enacted in the United States—one which has touched the habits, the health, the liberties, the home life and industrial efficiency of millions of people. The British method would have been to have had a mixed scientific commission draw up a blue book based on elaborate study; the continental, a report by a government bureau. We have had nothing of the sort; and the political difficulties in the way of a public agency rendering such an impartial appraisal are evident. With us, such an inquiry would seem an especial charge upon the great foundations, committed to the advancement of the social welfare and with the resources and habits for large-scale research. It would seem a type of exceptional public service that would afford convincing justification for such endowments.

Does California Care?

CALIFORNIA has won notable success in the long hard fight for progress. It has put the progressive spirit to work. It has adopted social legislation conceived in a broadly liberal spirit; it has set up the mechanism to put these laws into effect; a well-balanced system of commissions and other state agencies, dividing the field of social welfare along organic lines. Their achievements have put California in the forefront of the states.

The whole structure is now jeopardized. Governor Friend W. Richardson has presented to the legislature an "economy" budget which abolishes the Commission of Immigration and Housing, whose brilliant work is described on p. 75; kills the State Board of Charities and Corrections; reduces the Industrial Welfare Commission, which administers minimum wage legislation, to complete ineffectiveness; eliminates the preventive work of the Industrial Accident Commission and the State Board of Health; cuts widows' pensions, the State Library funds for the purchase of new books, and the Bureau of Labor Statistics, which collects wages for employes who have been defrauded and enforces the eight-hour and child-labor laws; cripples the teachers' colleges; wipes out state supervision of physical education; destroys the pest control and other preventive work of the Department of Agriculture, and cuts right and left into other state services.

The budget may have been acted upon by the time these words are read. If the governor's recommendations are sustained the wastage of accumulated experience and the loss of momentum which will result will cost the state far more than the money which it proposed to save during the next two years.

So much would be true whatever the motive of the proposed economy. The special irony of the situation lies in the fact that the public utility corporations, not the individual tax-payer, benefit by the reduction in state expenditures. Since 1910 California has operated under a dual system of taxation. Public utility corporations, relieved of all local taxation on operative property, pay a fixed percentage of gross revenue to the state. Private and personal property is taxed only for city and county purposes. The state tax is adjusted every two years; naturally every effort to increase it to a point where it bears an equitable relation to local tax rates is bitterly contested by the corporations. The Southern Pacific and Santa Fé Railroads brought suit to invalidate the increase which was levied in 1921 after a hammer-and-tongs fight: some $5,000,000 of taxes are thus withheld from use. Governor Richardson's economy program is essentially a concession to the same interests which Hiram Johnson, in his early crusading days, drove for the time being out of their entrenched position in California politics.

"These are dark days for us in California," writes a correspondent of the SURVEY. "Practically every position which carries direct contact to the people in any educational way has been eliminated," writes another. The California Conference of Social Work has centered its effort especially on saving the State Board of Charities and Corrections and the Commission of Housing and Immigration. Both, as it happens, are made up of unpaid commissioners. It is proposed to transfer the duties of the State Board to a subdivision of the Board of Control, a body of three, appointed by the governor, which prepares the biennial budget. "The appeal for the retention of the State Board of Charities," says the conference, "is an appeal for freedom for the humanitarian policies of the state—freedom from financial control, freedom

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from political control, freedom to make appeal to public opinion—direct and unhampered." The work of the Commission of Immigration and Housing is doubly attacked. It has already turned over its immigrant education section to the State Board of Education, but the Americanization service of that board would now be wiped out. It is proposed to divide its other functions between the Bureau of Labor Statistics and the Board of Health, but each of these bureaus has its normal income sharply cut.

Newspaper reports indicate that the Governor has been won over to the restoration of a part of the commission's allowance. The budget law gives him the right to veto the appropriation bill as a whole or to strike out any specific items which meet with his disfavor. An appropriation to which he is opposed must command a two-thirds vote in the legislature to assure its passage over his veto. On Governor Richardson rests the major responsibility for deciding whether California is to face about and, for the next two years, to march backward.

New Plans for an Old Conference

IN SPITE of the fact that the table d'hote program of the Fiftieth Anniversary Conference of Social Work is "a return to the good old days of the smaller conferences, when there were no distracting choices," as one veteran puts it, there will be novel elements a-plenty.

For one thing, there will be on each day one session at which research specialists will present their newest discoveries. On the Health day, for instance, the director of the Health Department Laboratories of New York City, Dr. William H. Park, will speak on Promising Fields of Medical Research Bearing on Public Health.

An effort will be made to give prominence to subjects which have heretofore been slighted, such as the rural social problem, which has had no special section since the Pittsburgh Conference in 1917, and the Negro problem. On the Health day Major Moton of Tuskegee will preside at a group meeting on Social Health Problems in Rural Communities, at which there will be papers in both of these subject fields.

New also is the special day on Public Opinion, of which John H. Finley, associate editor of the New York Times, is chairman. There will be papers on What the Public, and What the Press Thinks of Social Work, and on Why Social Ideals have Failed to Permeate Public Opinion.

There will be notable speakers from abroad. On the Industry evening there will be an address by James J. Mallon, who succeeded Canon Barnett, the original head worker of Toynbee Hall, the oldest social settlement in the world, though founded four years later than the Conference of Social Work. Mr. Mallon will speak on Industry as a Basic Factor in Social Welfare.

Dean Roscoe Pound of the Harvard Law School, who has charge of the day on Law and Government, is a somewhat new conference figure. One interesting subject on his day is the Passing of the Stone Age in Care and Custody. Mrs. Woolley of Detroit, who is chairman for The School, is not yet well known to the conference, but Dr. Livingston Farrand, president of Cornell University, who is chairman for Health; Rev. John A. Ryan of the Catholic University at Washington, chairman for Industry; Mrs. John M. Glenn of New York, an ex-president of the conference, who is chairman for the Church; and Porter R. Lee, director of the New York School of Social Work, who is chairman for the Home, are all familiar leaders who will attract many.

In its half century the conference has seen such amazing progress that almost anything now seems possible for the next half century if the workers do not weary. The conference confers only, but those who confer are keen for action. As a sort of social midwife this conference has assisted in the birth of many of the greatest organizations for good which the modern world knows.

More Houses

AGAINST a background of severe shortage and rising rents, New York has seen since February, 1921, an astonishing volume of new house building. When partial exemption from local taxation was granted new residence buildings, the effect was instantaneous. Throughout 1921 plans were filed at the average rate of $6,000,000 a week. The tide rose even higher in 1922; by the end of the year over $700,000,000 had been pledged to new housing. There was great activity in the sale of building lots. Because of the fact that New York has full valuation of real estate and a comparatively high tax rate, these lots were purchased mainly by persons intending to improve them and not by speculators.

That so large a building program should be undertaken under the adverse conditions existing was a matter of surprise. Many predicted that the rent restriction laws would drive resentful owners of buildings to leave the business. Wages of mechanics rose to abnormal heights. Many were and are in receipt of wages 30 per cent to 50 per cent in excess of the union scale. Building materials soared to prices higher than in wartime. Nevertheless, new building plans were being filed daily. Investors were impressed by the fact that for ordinary buildings the tax exemption would within the ten-year period save them one-third of the cost of construction.

The decision of Supreme Court Justice John J. Tierney holding unconstitutional the state law which permitted this exemption came as a shock, therefore, to both builders and tenants. Before the passage of the law the ablest constitutional lawyers were consulted by various interested bodies. They were practically unanimous in the belief that the law would be constitutional.

It will be remembered that the city had a surplus of housing, some good and some bad, but sufficient to provide accommodations for at least a quarter million people, before the United States entered the war. The abnormal pressure on city living quarters which was felt during the war did not at once result, therefore, in a shortage in New York. It was not until about January 1, 1920, that a real deficit occurred, though the anticipated shortage had already caused an increase in rates.

There was no response in the shape of an increased building program. The wages of building mechanics and the cost of building materials were so high that no one could count upon a profit in producing buildings. The legislature of 1919 had passed rent restriction laws which practically secured people in their homes as long as they paid the rental which they had previously been paying; such legislation did not tend to encourage building. With a view to meeting the situation thus created, Governor Smith called an extraordinary session of the legislature, which met September 20, 1920, and adopted an amendment to the tax law which permitted local governing boards partially to exempt new residence buildings from local taxation until January 1932. The exemption was limited to $5,000 per family and to $1,000 per room (to avoid putting a premium on the construction of small suites of rooms) and the measure was permissive. The city of New

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York did not avail itself of the permission granted until February 1921. Other cities and villages, about eight in all, followed suit.

For these communities Justice Tierney's decision was a discouraging check to housing relief. As we go to press, however, the Appellate Division of the Supreme Court has reversed his ruling, and though a further appeal may be taken, the indications are clearly that the law will finally be upheld. Meanwhile an extension of the tax exemption law has been proposed and will probably be adopted at Albany. The New York experiment may be expected to continue.

To Control Unemployment

PRESIDENT HARDING'S Conference on Unemployment, which met in September, 1921, arranged for the appointment of a Committee on Unemployment and Business Cycles. Owen D. Young was its chairman; the other members were Clarence M. Woolley, Joseph H. Defrees, Matthew Woll, Mary Van Kleeck, and Edward Eyre Hunt, secretary. At that time the country was wallowing in the trough of business depression and "millions" of wage-earners were unemployed. Now, with conditions vastly changed and business on the "upward swing of the cycle," the committee brings out a "short report" just thirty pages long. Reference is made in it to a "full report" about to be published. Students of the subject will wait for that with an interest not in the least abated by the document now in hand.

The report defines the term "business cycle" and briefly, through a few illustrations, indicates the effect upon business generally of over-expansion and extensions of credit during periods of apparently increasing prosperity. It shows that when expansion is based upon faulty information as to the real state of the economic organism, it is apt to lead to disaster, and to hasten and accelerate the downward swing of the cycle.

In its recommendations the committee emphasizes the need of better and more thorough-going statistics of trends in industry and commerce. It urges business men to cooperate with the government by voluntarily giving information, and it urges the development of the fact-gathering agencies in the Department of Commerce and of Labor. On the basis of more complete information thus secured, the statistical service of the government could be greatly improved.

The steps proposed by the committee having specific reference to the control of the business cycle include, first of all, control of credit. This may be accomplished by the banker refusing loans for extensions of business or plant when the facts available to the bank indicate that such extension is unwise. The banker should regard himself and should be regarded as an expert counselor in such matters. The Federal Reserve system has contributed toward stability, but its influence can be extended further. In addition to these recommendations, an appeal is made to the business man himself to control intelligently the expansion of his own business. Of course neither the banks nor the business men can follow these suggestions far unless better statistical analyses of business conditions are available.

Other recommendations of the committee include distribution of construction and repair work by government agencies, railroads and public utilities so that the major part of it is done during periods of depression; the building up of unemployment reserve funds, and the organization of public employment bureaus.

Just why the committee thought it advisable to bring out so short a report is not altogether clear. It is too short to enable the reader to feel any substantial certainty as to the views of the committee, beyond certain basic propositions that have been discussed before, and with respect to some of these even, he is left in some doubt. Of course what we need is to lessen the swing of the pendulum (if one may use any other term than cycle) and of course it is the job of the bankers and the business men, backed up by the government, to do it. It is good for the committee to reiterate that point. But does the committee really think that public employment agencies are as insignificant as their report would indicate? Pointing out, as they do, that what is needed more than anything else is information, do they think that public employment agencies would at this very point render no appreciable service? And, as for unemployment insurance—a term which for some reason the committee would not allow itself to use—is there nothing to say of it except that "certain inherent difficulties immediately become apparent," and that of the plans in effect, "each has its obvious difficulties"? Of course, one may reply that this was a committee on the business cycle. That is true. But it was this committee that included in its recommendations 9 and 10 these fleeting and unsatisfactory references to "Unemployment Reserve Funds," and "Employment Bureaus." The reader must certainly await the full report before reaching any final conclusion as to the recommendations of Secretary Hoover's committee.

The Labor Situation in France

TWO great problems are involved in the social implications of the labor question, the problem of work conditions and the problem of living conditions. France is making serious attempts to solve them both.

The problem of work conditions lies essentially in the regulations concerning the length of the working day. A law was passed by the French Parliament establishing the universal rule of the eight-hour day in all industries for all France, in 1914. The enforcement of this law began after the war. Now four years of experience have demonstrated that there are serious inconveniences to such a sweeping measure. I put aside the question of whether it was advisable to put into effect a law reducing hours of work at a time when France needed her industries to be doubly productive to repair the frightful destructions wrought by the Germans.

There is no real doubt that the sum total of production has diminished. The employers say that it is the fault of the eight-hour day (and they are not wrong). The trade unions say that it is the fault of the employers, who have not introduced the necessary improvements in the machinery or in the methods (and they are partly right). But it takes time and money to make such improvements, and there is little time for experiments at the present moment, and there is little available capital. What I want to point out is the effort made—not without a clash of antagonistic interests—to do away with some of the most glaring drawbacks of the law.

In the railroads there had developed absurd consequences of the eight-hour law. In some small stations, where few trains pass in the day, the number of employes had to be doubled, although the work was very light even for half the number of men. In many places the railroad employes were jealously looked upon by the farmers and the industrial workers. But a worse consequence was the deficit in the railroad budgets. Finally a new law had to be passed by

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which an actual (and no longer a nominal) eight hours' work was required of railroad employes. There was a timid protest on the part of the militants, who tried, among other arguments, to attribute a recent ugly railroad accident to the helplessness of the overworked employes. But the case was plainly made up for the occasion. On the whole, public opinion is against such resistance to the new regulations. The employes themselves admit the justice of the change. Besides, there are ten applications for one position in the railroads. In all likelihood no serious trouble is to be expected.

There has been trouble in the case of work on board sea-going steamers, where the reasons for a modification of the eight-hour law were of a different nature. The French delegates at the International Labor Conference had been solemnly promised by the other nations—by the English in particular—that the eight-hour rule would be applied in the British merchant marine. When it came to fulfilling their promise, the English found it convenient to forget it. The French merchant marine, therefore, found itself at a distinct disadvantage in world competition, at a time when it is hard for a merchant marine to live at all. It was necessary to remedy the evil by lengthening the working day for sailors (not for stokers or engineers) to nine hours, and, in an emergency, ten hours. The sailors decided to go on strike, applying the new method of "partial offensives." They opened hostilities at Marseilles just when a Colonial Exhibition had immensely increased the traffic in that great port. They made the situation very bad for a few days, thousands of passengers being blocked at Marseilles and finding no room in hotels. After a few days, however, foreign sailors in large numbers offered their services, and the strikers were obliged to give in. Sporadic strikes at Bordeaux and Hâvre were of no consequence. Today the new regulation is accepted, temporarily at least, on board the French merchant fleet.

THE FIGHT AGAINST LOWER WAGES

More serious troubles occurred when an attempt was made, not this time to lengthen the hours, but to reduce the wages, in the steel industry. The workmen were determined not to let wages go down. The fight began at Hâvre, at the local branch of the Creusot concern. It soon degenerated into street affrays, the steel workers being reinforced by the dockers, who are in France the most reckless and the most intemperate of laborers. There were barricades, firing from the troops, and altogether an ugly struggle (probably with rashness on both sides), with no result. The *status quo* was maintained. There is no prospect of any improvement either in conditions of production or in conditions of living. French industry continues to face a crisis.

It is the more remarkable, in such circumstances, that social reforms are being introduced in the French factories. I have pointed in a former article to the very important move made by a majority of French manufacturers, establishing a "family extra-wage" for married men and men with families, in the form of a special allowance, over and above the market wage and the bonus, proportionate to the number of children. This institution of the family extra-wage has spread all over France to such an extent that more than two and a half million French workmen are benefited by it. The extra allowance is by no means insignificant; it represents a considerable addition to a workingman's budget. It is often supplemented by a special bonus at the birth of every child, and another bonus if the mother nurses the baby. To meet the possible danger of treacherous discrimination against married workmen on the part of unscrupulous employers, combinations of employers have been formed in all the great industrial regions, on the principle that each employer contributes a certain percentage of the whole payroll of his plant to a common fund. It is out of this common fund that the allowances are paid to the fathers of families. These combinations work through a committee called *Chambre de Compensation*. There were five such chambers of compensation in 1919: there are 107 in France today. They take care, as I said, of two and a half million workmen and spend nearly a billion francs a year. The reasons for this splendid growth are: first, the patriotic desire, on the part of all responsible Frenchmen, to encourage the birthrate by appropriate social measures of safety; second, the feeling that the chambers of compensation have gone beyond their original scope and have become general agents of social improvement in industry.

FACTORY REFORMS ON THE AMERICAN PLAN

Some phases of welfare work and of industrial management, that were hardly realizable in France because of the small size of the plants and the small scale of the profits, have become applicable only through a combination of industries in a large city or in a region. The most perfect organization is probably that of the textile industry in the great northern center of Roubaix-Tourcoing. There the best coordination has been obtained and the most generous spirit of social service has developed. The establishment of the family extra-wage has proved a school of disinterestedness and social responsibility. A good many employers (those, for instance, who resort mostly to youthful labor) pay much more to the compensation fund than they receive. Yet they accept this as a contribution to national solidarity and to local effort to improve relations existing between labor and capital.

From that to a wider, more comprehensive view of personnel management was but a little way. A special committee was appointed to take in hand all that concerned industrial relations. A man was found, of experienced and sympathetic mind, who undertook to give private interviews to the individual workmen, in the manner practised by personnel managers in America. A staff of visiting nurses was appointed, so that the mothers should make the best use of the motherhood allowance for their babies' health and for their own. Advice on hygiene, consultations, preventive treatment, etc., have been provided. An aerium for consumptives and for children living in a contaminated environment has been built. Various forms of social institutions, that were beyond the scope of individual effort, such as sickness insurance and old-age pensions, are in preparation.

The movement is extending to all the important groups of industries. We have just celebrated the foundation of the hundredth chamber of compensation (now over-reached by seven units). French industry is beginning to realize what is extensively done in America to better industrial relations by the initiative of employers.

A move has already been made in Parliament to try to put the whole movement under government control and to make it compulsory. But the employers, while doing their best to widen their associations, want the movement to remain private and to bear the character of a spontaneous advance towards social solidarity. No one in America will blame them.

CHARLES CESTRE

Paris

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Waste Land

THE Florida Flyer stopped at the wayside crossing to wait for orders and to take on water. At one of the windows of a pullman sat a man whose face indicated that his ancestors had come from somewhere northeast of Suez. With those ancestors he was not, however, in the least concerned. His own affairs absorbed his interest. He had come from Palm Beach, where, as a winter visitor, he had been trying, rather unsuccessfully, to play; he was on his way to New York, where he should be, once more, fully at home. For the three minutes that the train waited at the wayside crossing, he held his eyes rigidly forward, as if the world about him were unreal; as if he could already see the golden city of his dreams.

He would have nothing to do with the wayside country. All that lay between the northern limits of Palm Beach and the Battery was to him Waste Land! He would cross northern Florida, the corner of Georgia, South Carolina, North Carolina, Virginia: All Waste Land! His eyes might waver for a moment as he came to Washington; but Maryland would stifle all his dawning interest. His spirit might begin to revive as he passed Philadelphia; but New Jersey would be just some more Waste Land. Not until he was safely under the North River would he breathe freely and begin to look about himself like a normal human being. For thirty-six precious golden hours of time that is money, he would be traveling through Waste Land. And Waste Land is wasted time, wasted life, nothing done!

It must be confessed that if he had looked about him at the wayside crossing, he would have found little to allay his contempt. The land was Waste Land; the people were mostly Waste People; their lives looked like Waste Lives. Their conversations were meager and childish. In the course of half an hour the talk of two Negroes would hardly amount to more than:

"Well, is yuh goin' ova tumorra, Sam?"

"No, Ah ain't a-goin' ova till Monday."

He could have listened in, for hours, to music furnished by an old, blind Negro, who played a battered accordion and sang in a battered voice such songs as:

"Ah's got 'ligion in mah soul, Ah's glad,
And the world can't do me no harm."

Or, waiting a little while, he might have heard this same old Negro play and sing "Nearer, my God, to Thee," with interesting variations and with startling syncopations, giving a hint of something that might once have been within. But, on the whole, there can be no doubt that the longer he had waited the stronger his contempt would have grown. All Waste Land!

And yet, the territory between Palm Beach and the Battery is land; the people at the wayside crossing are people; time comes and goes with them as with others, elsewhere; their lives are human lives—or, at least, they might be! New York may ridicule the Waste Land, west or south, and try to convince itself that all who live on what it calls Main Street are vacant-minded. Palm Beach may pass by, contemptuously, not even deigning the recognition implied in ridicule. But New York, for all its affectation of self-containment, still lives upon the land. And Palm Beach, a precarious ridge between the ocean and the swamps, could not exist a week without the offerings from these same Waste Lands.

It is true that along much of the line of the Florida Flyer, life has been reduced to its lowest terms. Not, however, from its own choice. New York and Palm Beach must have the first fruits from all these lands. Their minds are set to this harvest. They can take it, so why should they not? That is Business! Whatever is left over belongs to the Waste People of these Waste Lands: upon this remnant they must build their lives, or let them drift. What wonder that their "civilization" merits the contempt of those who ride on the Florida Flyer!

Yet, when New York and Palm Beach are at home, they are not wholly unmindful of certain obligations to these distant Waste People. They gladly contribute to the treasuries of those associations which send missionaries to save these Waste Lives. And so, in this round-about way, some little part of what these Waste Lands produce comes back to them—to help them feel how superior is the life men live in cities!

Will a real civilization ever be possible to these Waste People of the Waste Lands? Such a civilization is rising amongst them, now. It is not coming from New York, however; much less from Palm Beach. It is arising out of the native soils: soil of the land, soil of the people, soil of time. A civilization for these Waste Lands could never be handed down from any remote sanctuary of programs: It must grow up out of the soil, in the lives and the living of the people, by the processes of time. For these reasons, civilization will be a long story—in these Waste Lands.

But that story already has its beginnings, out of the soil, in small corners, little by little, here and there among the people.

One such promising corner may be found on St. Helena Island, one of the "sea islands," in Port Royal Harbor, not far from Beaufort, South Carolina. Here, off the main lines of travel, Penn School has been working amongst the Negroes since the summer of 1862. Few in New York know of the work of this school, and probably no one in Palm Beach knows of its existence; but as an experiment in education nothing more important is happening in America today. Its story will be told at length in these columns, some day. Now, only a hint of its surpassing human interest may be suggested.

THE RISE OF THE PEOPLE

It is a story of the rise of the people, the Waste People, on the foundations of Waste Land. The leaders of this movement are of the people, too; for, though some of these leaders came, years ago, from otherwhere, they have expatriated themselves from all the superficialities of their pasts and naturalized themselves within the aspirations of the people: they now are of the people and of the soil.

This does not mean that they have forgotten all their pasts, their ancient cultures and wisdoms. They have realized upon those fine old spiritual wealths by turning what to most of us is sterile knowledge into pregnant wisdom. Hence, they do not despise or deny the hopes and aspirations of the people of the Waste Lands; they do not offer them easy ways into some doubtful kingdom; they do not attempt to substitute their own exotic culture, however noble it may be, for the native, local cultures, however crude these may be. Such quick ways of saving Waste Lands have been often tried, and everywhere found wanting. These wise leaders are among the Waste People as gardeners, with the wisdom of the soil. They seek to cultivate whatever living culture they may find, however wild, hoping to make it by the processes of growth and care, a finer but still native culture in good time. These things they

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have done, working in quiet for these many years. Having a profound faith in life, they have the patience of time.

And so, there, not far from the wayside crossing where the Florida Flyer passes, in at least one small corner of the Waste Land, civilization is at work, like coral polyps, beneath the waste, building the secure foundations which will eventually lift all these Waste Lands above the welter of old times and tides. And out of the soil of these redeemed Waste Lands, the Waste People are building an indigenous civilization, real as the soil itself; a civilization that will, in good time, compel the notice of the world; even of those who now lament the waste hours they must spend in traversing these Waste Lands. J. K. H.

Is the Minimum Wage Unconstitutional?

(As we go to press, the Supreme Court, 5 to 3, answers Yes.—ED.)

THE District of Columbia minimum wage case, argued last month before the United States Supreme Court, is one of a series of tests to which the changing life of the twentieth century subjects our eighteenth century constitution. As industry draws women and children out of the home, subjecting them to its strains and poisons, civilization the world over adopts measures to protect their health. In contrast with the experience of other countries this process has been interrupted and delayed by our courts, state and federal, exercising their veto power in the name of the constitution.

A conspicuous example is the Court of Appeals of the district from whose adverse decision an appeal is now under consideration by the Supreme Court of the United States. One ground of the appeal is a unique irregularity in the procedure of the lower court which upheld the federal statute on June 6, 1921, and then reversed itself against the dissenting, favorable opinion of Justice Smythe, its presiding justice, thus deciding both *for and against* the validity of the Act of Congress in the interval between June 6 and July 13, 1921.

This case has been before the courts of the district three full years. It is to test the constitutionality of the district minimum wage law passed by Congress on September 19, 1918. It was started in April 1920, as a bill to enjoin the enforcement of certain orders of the Minimum Wage Board. It was brought by the Children's Hospital of the District of Columbia, and by Willie Lyons. The defendants are the members of the District Minimum Wage Board.

The Children's Hospital seeks to restrain perpetually the District Minimum Wage Board from enforcing an order requiring it to pay its women employes engaged in the occupation designated as "public housekeeping" not less than $16.50 per week, or $71.50 per month.

Like all previous minimum wage laws when attacked in the courts of last resort as unconstitutional, this one has been defended by the National Consumers' League, whose research secretary, Mary W. Dewson, prepared a brief of 500 pages of "facts of knowledge" for the District Supreme Court and Court of Appeals, and one of 1,200 pages for the use of the Supreme Court of the United States. By invitation of Francis H. Stephens, district corporation counsel, Felix Frankfurter of the Harvard Law School, general counsel of the league, appeared on March 14 in the oral argument for the Minimum Wage Board in defense of the constitutionality of the law. As in previous cases, Mr. Frankfurter's services are given without remuneration.

The case involves among others the following questions:

Has Congress power to enact a minimum wage law affecting women and minors below the age of eighteen years, in the District of Columbia, under police powers such as the states have been believed to possess since the decision in 1917 by the Supreme Court in the famous Oregon case?

Under that decision thirteen states have already legislated, eleven of them establishing commissions or boards (of which several date back ten years or more) authorized to ascertain what it costs women and minors to live in a particular place, engaged in a particular occupation. The commissions or boards are empowered to establish, thereafter, suitable minimum wages to enable the women and minors in question to live in health. The determinations of the commissions and boards are, however, hedged about with safeguards derived from experience, for the employers, the wage-earners, and the public which, in the end, pays all the bills.

If the federal law for the District of Columbia should be held unconstitutional on *the merits* (or demerits) of minimum wage legislation in general, what would become of this exercise of the police powers of the states?

When the bill was before Congress it was widely argued that the power thus to legislate is implicit in the control over the district which the constitution confers directly upon Congress. Has that control been diminished by any intervening decisions?

Or is this power of Congress derivable from the general welfare clause of the constitution?

These questions are of practical importance to the whole country though they obviously concern most immediately minors and women who are young, unskilled, or alien, or, perhaps, aging and, therefore, unable to command in the field of unrestrained competition a wage upon which they can live in health.

The decision can have only two possible results. If it is favorable, the work of the District Minimum Wage Board will continue, strengthened by this test of the law. If unfavorable, every social reason which ever existed for enacting the state and federal minimum wage laws exists today, with the added force of experience covering a wide variety of industries.

If in the end it appears that our constitution is as inadequate to the needs of wage-earning women as the Supreme Court has twice held it to be with regard to children who labor, the obvious next step is to modernize it as to both. The Committee on the Judiciary in both Houses has favorably recommended a joint resolution for a child-labor amendment.

If, however, we are shown that neither under the General Welfare clause nor in the exercise of the power originally conferred upon the Congress by the constitution, nor yet under police powers kindred to those inherent in the states, can the Congress afford to women wage-earners resident in the District of Columbia, protection necessary for them and for the common good, a new question will arise. The new voters upon whom the burden of further modernizing will naturally fall must then decide whether they will undertake two separate amendments for women and for children or one more comprehensive effort for both together, for the minimum wage law is a health measure of high importance in force in all English-speaking countries save only the Provinces of Nova Scotia and New Brunswick. Minimum wage legislation has on its merits made its way around the globe since it was introduced experimentally in Victoria, Australia, only thirty years ago. American women will not face a long future without it. FLORENCE KELLEY

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Do Americans Want Americanization?

By Robert W. Bruère

THE question is prompted by the threatened destruction of the California Commission of Immigration and Housing. Since the fevered days of the war there has been an immense amount of flag waving and drum beating in the name of Americanization. There has been a plague of Lusk laws, criminal syndicalist laws, state and federal raids, ostensibly designed to keep our traditional ideals of liberty, equality and fraternal pursuit of happiness free from foreign pollution. Millions have been spent in running down, apprehending and prosecuting all manner of alleged heretics, from avowed communists to trade unionists and teachers. But after the first flush and excitement of the chase, especially since the anti-foreigner drive resulted in the immigration exclusion law with its by-product shortage of cheap labor, we are discovering, as the California Commission puts it, that authentic Americanization is

> not flag raising and "patriotic" howling; that it is not suppression of speech and honest opinion; that it is more than teaching English to foreigners. . . . Americanization is the encouragement to decent living and making possible the attainment of decent standards. It involves the *development* of national ideals and standards and the schooling of all residents, foreign-born as well as native-born, in those ideals and standards.

Americanization so defined is a slow, patient and unsensational educative process. It challenges not so much the rebellious spirit of the dissenter as the sins of omission and commission of which the custodians of the American tradition are guilty. It is consonant with the biblical injunction that we consider the beam in our own eye before flying into indignant rage over the mote we behold in our brother's. It has no place for the stool pigeon, the pick-handle brigade or the bull pen.

The first public appeal of the commission was not to the immigrant, but to the native-born, who were asked to assume towards the newcomer the right mental attitude, for the stranger in great part reflects the environment in which he finds himself. Antagonism, suspicion, the spirit of rebellion, on the part of the immigrant, are all, very often, but the normal reactions called forth by the treatment which he receives from his host.

The threatened destruction of the California Commission by Governor Richardson's policy of tax saving is a matter of national concern, because during the past nine years the commission has given a unique demonstration of what Americanization so defined can achieve. The act creating the commission arose out of one of those outbursts of rebellious labor unrest which are the characteristic setting of most Americanization drives. The Wheatland hop fields riot of August 3, 1913, was described in a report to Governor Johnson by Carleton H. Parker, whose untimely death in 1918 robbed America of one of its ablest and most finely inspired social and intellectual leaders.

> Growing discontent among the hop pickers over wages [he wrote] neglected camp sanitation and the absence of water in the fields, had resulted in spasmodic meetings of protest on Saturday and Sunday morning, and finally by Sunday noon in a more or less involuntary strike. At five o'clock on Sunday about one thousand pickers gathered about a dance pavilion to listen to speakers. Two automobiles carrying a sheriff's posse drove up to this meeting and officials armed with guns and revolvers attempted to disperse the crowd and to arrest upon a John Doe warrant Richard Ford, the apparent leader of the strike. In the ensuing confusion shooting began and some twenty shots were fired. Two pickers, a deputy sheriff and the district attorney of the county were killed. The posse fled and the camp remained unpoliced until the state militia arrived at dawn the next morning.

Some years later, in a letter to a then unknown correspondent, Parker wrote that the "cure" for such morbid manifestations of mob psychology

> lies in the well-known modern method of educational practice and theory. . . . The achievement of social renovation is much easier than our hysterical fellow patriots believe. It comes down to that sad old comparison between the use of suppression in contrast with a system of wise social prevention. At times I feel that those who pretend to be working patriotically for unity are, in fact, the active agents of serious disunity in our nation. Many seem to forget that being a melting pot carries with it certain serious attributes. . . .

CALIFORNIA POINTS WITH PRIDE

The California Commission of Immigration and Housing did not forget. While Ford and Suhr were sentenced to long terms by the judicial arm of the government, the clean-up of camps under the State Immigration and Housing Commission became an accomplished fact. There are not so many such accomplished facts in the record of our American dealing with the immigrant that we can afford to dispense with the agency responsible for the accomplishment. Indeed, the California commission is without a parallel in the United States. It has set a gage of social statesmanship which in the national interest other states should match. It has commanded the services of five outstanding citizens—Simon J. Lubin of Sacramento, merchant; Archbishop E. J. Hanna of San Francisco; Paul Scharrenberg, secretary of the State Federation of Labor; J. H. McBride, M.D., of Pasadena; Mrs. Frank A. Gibson of Los Angeles—who have served not only without salary, but also without *per diem* allowances. From the beginning of their work, the commissioners took the ground that the prime responsibility for Americanization rested upon Americans rather than upon the immigrants. They were not willing to wait until tasks were imposed upon them; they "went out for business." In formulating their plans they sought knowledge chiefly from the immigrants themselves. They respected the soul of the immigrant and of all the laboring men and women with whom their work brought them into contact. They stood firmly against that form of Americanization "which hands to the immigrant some things which he is supposed to swallow." They sought to understand and to preserve "the best national cultural elements, in art, literature, music, science, the crafts," which the immigrants had to contribute to our American life.

In the SURVEY for November 8, 1919, Christina Krysto presented what was up to that time the most comprehensive review of the commission's activities. In its report to the Governor on January 9, 1923, the commission canvasses the results of its nine years' work, an orderly exhibit of the cumulatively wholesome effect of public service applied to one of the most baffling reaches of life and labor.

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Having taken stock of the mind of the immigrant, the commission turned to the mind of the operator and owner, to the mind of the public for the understanding and co-operation which it saw as the necessary basis of its Americanization plans. On this side, too, old prejudices, old habits of thought had to be broken down. The first camp sanitation act of 1913 was vague and indefinite. It simply set forth in general terms that bunk houses, tents and sleeping quarters generally must be kept clean, that sufficient air space must be provided, that beds and bunks must be made of iron, canvas or other sanitary material and must be so constructed as to afford reasonable comfort to their occupants. This was a large order which might mean everything or nothing. No standards of camp construction or sanitation had been worked out. In 1914 there was but one lumber camp in the state equipped with a bath, and the operator who had installed it was generally referred to as a "nut." The law was at first regarded as an expression of similar mental eccentricity. The commission set about translating its sweeping provisions into terms of concrete working rules. With the aid of the State Board of Health it worked out minimum standards of living conditions, standards for toilet and bathing facilities, standards for the disposal of kitchen waste and camp refuse, standards for the construction and equipment of houses.

By this display of practical competence it was able to persuade employers that the proposed improvements were not only essential to the health and well-being of the workers, but that by promoting contentment and efficiency in the working force they were certain to pay in terms of dollars and cents. Through the cooperation of the employers, construction camps, lumber camps, railroad camps, camps in the hop fields, on the ranches, in the rice, beet and citrus districts have been completely transformed. Many of the newer camps have been built after plans furnished by the Commission. During the nine years of its work the commission has made 12,570 camp inspections affecting 465,838 men, women and children. It has found it necessary to cause only fifty-two arrests for failure in cooperation, and its success in winning public opinion over to its side is demonstrated by the fact that, although these cases were tried in local courts, only two of the fifty-two offenders were acquitted. The tendency toward "riots" such as that in the Wheatland hop fields which ushered in the life of the commission has disappeared.

THE SUBTLER PHASES OF AMERICANIZATION

The modernizing of the camps has gone so far as to justify the commission's statement that California leads all other states in the excellence of her camp standards. This is probably its most distinctive achievement. But the cleaning up of the camps, and the parallel effort to clean up housing conditions in the cities, merely furnished the necessary physical background for the development of the subtler phases of the commission's program of Americanization. Thousands of difficulties other than those of physical living conditions beset all immigrants in their shift from a familiar to a strange environment, and these difficulties are made more acute when the immigrant enters the perpetually moving army of the harvesters, the lumber jacks, the casual laborers. Out of these difficulties grievances inevitably arise, grievances which grow into resentment unless they have effective channels of escape. The commission has made a special business of winning the confidence of the emigrant, surrounding him with an atmosphere of friendly understanding, making it easy for him to unbosom his complaints. It functions as a clinic to elicit and diagnose these complaints, strives to adjust the difficulty directly or through a cooperating agency, and where no agency or remedy exists undertakes its legislative creation. During the nine years of its existence the commission has handled more than twenty-one thousand of these more or less personal problems, apart from the thousands of complaints addressed to its Housing and Camp Sanitation Departments. It has published and given wide distribution to pamphlets in Spanish, Italian, and Russian, as well as in English, embodying information on those matters which experience has proved to be the occasion of greatest perplexity to the alien. It has proceeded on the sound theory that nothing does more to breed confidence and loyalty to the government than the competent readiness of the state's agents to deal with these little human difficulties sympathetically.

More important than these individual complaints is the intellectual hinterland out of which they arise. One of the greatest of all difficulties which the immigrant encounters is due to the fact that he looks out upon the world through a different set of ideas than those of the native-born. Therefore he not only misunderstands but more often is himself misunderstood. It is a common habit with us Americans to be contemptuous of the foreigner's preconceptions and points of view when they diverge from our own, to regard them as uncouth and ridiculous, and to adopt heroic methods in our efforts to eradicate them. It is characteristic of the California commission's entire procedure that it based its educational program upon the training of teachers to approach the problem of immigrant education through the mind of the immigrant. It showed an unusually astute perception of the heart of the problem of immigrant education by focusing attention upon the mother in the home. It secured the passage of the Home Teacher Act in the conviction "that the people should not be forced to go to the school, but that the school should go to the people." It selected the first home teacher on the basis of her qualifications not so much as a pedagogue, but as one capable of eliciting from the immigrants themselves the data upon which to build sound plans, rules and standards for the future development of home tutorial work. Already this experiment has proved of incalculable benefit to the state.

This summary review has touched upon the commission's major achievements only. The full record is far more impressive. It is a challenging demonstration of authentic Americanization. The threatened destruction of the California Commission of Immigration and Housing would be a serious national misfortune. The action of California's legislature and governor with respect to the future of the commission will throw a great deal of light upon the question as to whether Americans really want Americanization.

Instead of moving backward, one would like to see California not only maintain and reenforce the commission, but also take the next step in the path which the commission has blazed. One of the characteristic by-products of the barbaric conditions which formerly surrounded the immigrant and casual laborer was the so-called revolutionary labor movement typified by the hobo "rebel," the glorified "bum" of the I. W. W.'s hallelujah. With respect to these heretics California still adheres to the witch-hunting and repressive policies which, with respect to the immigrant, the commission found worse than futile. A group of citizens—the Right Reverend Edward L. Parsons, Bishop Coadjutor of the San Francisco Diocese of the Episcopal Church; Warren Olney, former Justice of the California Supreme Court; David Starr Jordan, Chancellor Emeritus of Leland Stan-

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ford Jr., University; Chester H. Rowell, regent of the University of California, former railroad commissioner, former publisher and editor of the Fresno Republican; Eustace Cullinan, corporation attorney, member of the San Francisco Public Library Board; John Francis Neylan, attorney and publisher, San Francisco Call; Mrs. Duncan McDuffie, of Berkeley; Mrs. James Ellis Tucker, of San Francisco; and William Kent, former Congressman and tariff commissioner—have formed a Committee for the Repeal of the Criminal Syndicalism Law in support of a bill for that purpose introduced by Assemblyman William Hornblower of San Francisco. Such measures as this lie without the scope of the commission's jurisdiction. But its enactment would be conclusive proof that California had become fully imbued with an interpretation of Americanization inspired by faith in the indomitable worth of essential American ideals.

Bullieve Me!

By Eleanor Rowland Wembridge

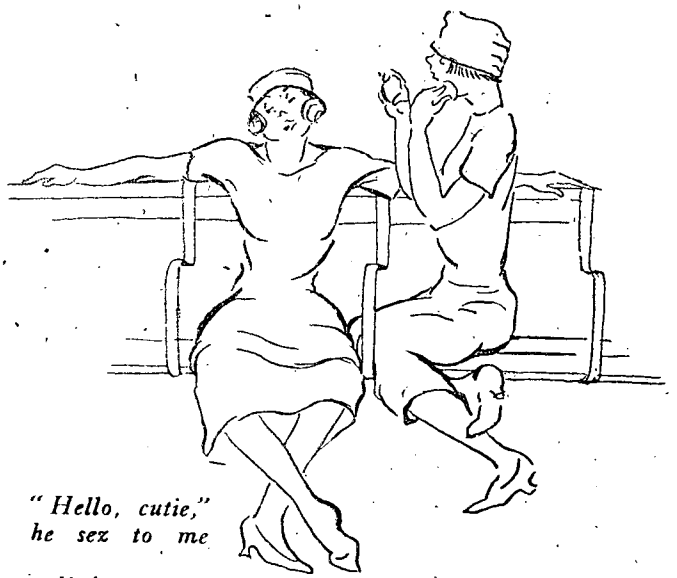
DRAWINGS BY ESTHER ANDREWS

IF she is rich and if her suitor comes to call, there are many resources by means of which he may be entertained. He may motor with her, or he may dance. He may be taken to the garden or the billiard room. And always he may be fed. All of these amusements still hold good, even though both the lady and her lover may be dull as well as rich. If conversation flags, there is the Victrola, or ice cream. And there are tickets to the opera, where even the dullest lady may smile sweetly, and where even the most ponderous escort may at least call a taxi, and provide flowers and candy, if not wit.

Moreover, if both lovers are poor, but have intelligence and resource, romance may still flourish. Even though the boarding house has no room for callers, there is the park. Books (borrowed and not bought) may be read, and all the world discussed. An educated though frugal pair of lovers on a bench beneath the bough, with a book of verses and a sandwich, unless they are *too* tired, and *too* worried, need little pity from anyone—as many of them will testify.

But suppose the lovers belong to that large group which has no training, no resource, and no vocabulary. Suppose that the Victrola and the matinee are equally unattainable, and that the rooming house affords no privacy for a courting pair. There is still the park bench, but there is no taste for verses. No ability to discuss them, or anything else. It is spring, and there is spring restlessness and a desire for happiness. One working day is over and another looms all too near. They share the human urge to escape to a world of dreams. But how can all this be expressed by lovers who have little imagination, no abstract ideas, and no words?

A book of verses underneath a bough



"Hello, cutie," he sez to me

Have you ever listened to them from a neighboring bench?

"Bullieve me. He wuz some guy. He says 'Hello girls,' he sez, and I sez 'Hello yourself.' And he sez 'Where you going, cutie?' and I sez, 'I aint goin', I've been and got back.' That's what I told him, and you'd oughta seen him. Gee, he looked as though he'd lost his buttons. Bullieve me. I can tell a guy where to get off. 'Just watch my smoke,' I sez. And he sez, 'You've said an earful.' And I sez, 'Bullieve me. You've said it,' I sez."

But eventually the anecdotes are exhausted, and no conventional phrases, however sparkling, were meant to last a whole evening. What next? Never shall I forget the scorn with which one girl answered me when I asked of a certain dull couple of our acquaintance:

"What in the world do they talk about?"

"Talk," snorted she. "They *don't* talk. They *hug!*"

With a country club or the matinee—or without them, if there is some training in social ingenuity—there may be legitimate aids to young people's conversation. But when the occupants of the park bench have exhausted their slender stock of words and ideas, but still have emotions to spare, they indulge in the only activity which occurs to them, which they can afford.

Not long ago two young men came to our association office on a delicate quest. With some help from us, the information was extracted from them that they were apparently in search of wives. But how to get them? The girls they met upon the street were tough. The young men worked in a foundry where they saw no women, and their only sources of society, the street, the shop and the boarding house, offered them no chances for safe and sane romance. They were desperate. As a last resort they attacked our office, to be helped to meet some girls—object matrimony. "We even thought," said they, in a last impulse of self-depreciation and apology, "that maybe there were two nice girls in a family way, who would be glad of husbands, even if we haven't much

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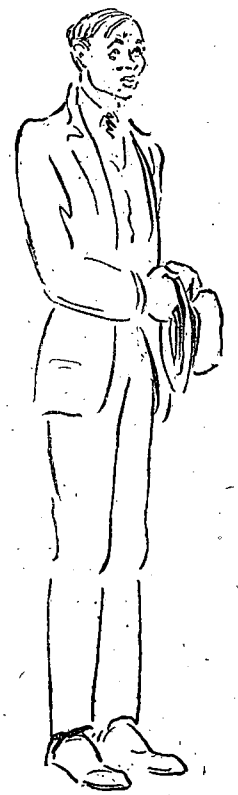
money." Could any Sir Galahads offer more? No cross questions discouraged their persistency. They submitted to examinations of their mentality and their bankbooks. Both were slight, but satisfactory. What could any philanthropists do but promise introductions?

Such are the anomalies of human nature, however, that the few girls whom we knew who were indeed in need of honest young husbands, refused even to look at the well-meaning suitors. Like the rest of us they hated pity and they showed considerable spirit in refusing even an introduction to men who might have felt that their company was a favor conferred. But some other proteges, not in so embarrassing a situation, announced themselves as ready to meet any young men who cared to call. Despite our assumed nonchalance, a sixth sense told them that something interesting was afoot. The club parlor was selected as the place and Thursday evening as the time. Promptly at seven-thirty the bell rang, and two dumb young men, eager for romance, were presented to a group of girls as eager and as speechless. Had they been rich, there might have been a theater party or a supper. Had they been resourceful, there might have been parlor games, music, or lively conversation. But they were neither. There was no room for dancing, and no music. Nor was there any desire to dance if there had been, for no girl cared to dance with any but the guests, and these were only two. Silence, utter silence. In desperation, the matron who had considerately left them to themselves for a few minutes, was recalled. Only she could force answers from shy young swains by endless questions, and yet not at the same time invoke the jealousy of the girls by such a monopoly of the conversation. Suffice it to say, that after several calls, by some means or other two of the more determined girls were wearing rings and making preparations for their weddings. How was it done? Surely not by words. And how would it all have ended, had not the club doors been open to them, had not the matron been ready for first aid to the speechless, and had not the character and intentions of the young men been avowed as "honest" before the calls began?



Sir Galahad from the foundry

Some weeks ago there fell into our hands a letter whose obscenity was almost past belief. It was written by a young workman to a girl under our guardianship, and since its indecency was so flagrant, it seemed to justify an investigation. The young man responded promptly to our summons, but as he entered the office, even those of us who are somewhat accustomed to inconsistencies in conduct, stared at him in surprise. Instead of a ruffian, there stood a rosy-cheeked boy, carefully dressed in his best clothes for the call, and with his mouth drawn down to a suitable Sunday expression. Fearing lest we had the wrong man, we placed the letter before Mike.

"Did you write it?" we asked.

"Yes, lady, I did," said he. "I hadn't oughta done it, but she was the only girl I had, and she went with another feller."

No other explanation could he give. His girl was a flirt. He was angry with her, and he told her so in the only words he knew.

"What good did you think such a letter would do?" we asked.

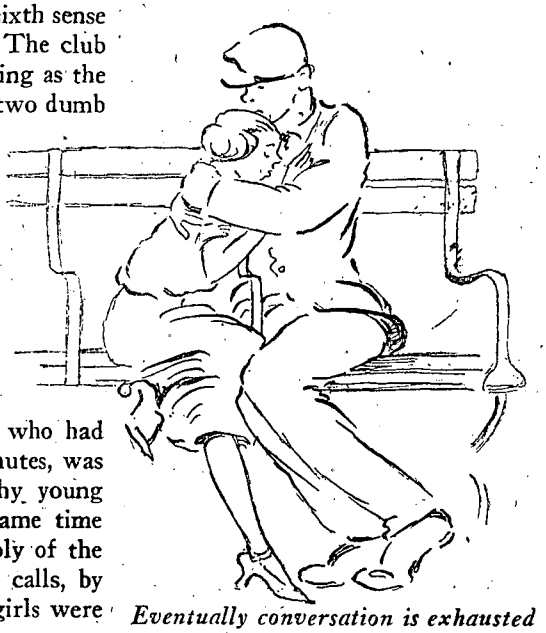
"I was mad," he answered simply.

"Where did you hear such words?"

"I work with a steam-fitter all day, just us two. He says those words, so I said 'em."

"Why don't you get another girl, instead of insulting this one?" we inquired.

"Because I don't know any, and I liked that one."



Eventually conversation is exhausted

"Do you expect any girl to come back to you after a letter like that?"

"She would if she liked me, but she don't," he said sadly. Silence. Finally after some study of Mike's disconsolate face we ventured:

"Mike, you sound as if you were lonesome, so lonesome that you did not care what you said." Quickly he leaned over the table with the first sign of life in his eyes.

"Lonesome, lady, you've said it. Lonesome is what I am. I don't know anybody else, and I liked that girl." He stalked out of the room with a lingering sidelong glance at his enchantress who sat outside.

Did we imagine it, or was there a flicker of forgiveness in her eyes, as he gazed miserably at her? Had she merely meant to administer a rebuke as preface to a later pardon? Did she really understand, as well as we, that his furious jealousy was a tribute to her hold on him, and that his words were a mere accident due to the fact that he had no legitimate language of emotion? If a man is wretchedly angry, he must express it somehow, and to a woman it must be in words. Since any fine phrases of passion are unknown to him, he must use the only forceful words in his vocabulary. Mike's confused obscenities were an attempt to express a jealousy as overwhelming as Othello's, just as "Shake a leg, chicken" would be his way of saying, "Come into the garden, Maude."

Recently I was honored by an invitation to be a member of a committee to provide instruction for working girls—girls of intelligence but no social training in American ways. Various plans were suggested for filling the gaps in their education, but with the memory of many awkward courtings in my mind, my one request was this: "Give girls who are poor, the equivalent of what rich girls get at dancing school, in dramatics, sports and games. Teach them how to entertain their beaux—beaux who are without money, without poise, and without words, but who long, like the rest of us, for beauty and romance. Teach them fifty-seven varieties of entertainment—by twos, by threes and by roomfuls. Teach them how it can be done with more words and less "hugging." For they need to know—*bullieve me!*

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INDUSTRY

Free Speech in Logan?

"THERE'S a speakin' in Logan today," the mountaineers remarked on the crowded train up the Guyan Valley into Logan County, West Virginia.

Hour after hour the train wound into the bald mountains. No farms. Every few miles a coal camp: rows of identical wooden houses, their tails in the hillside, their fronts on props. A mud road all ruts. Costly steel coal-tipple high over the siding. Around the little wooden station all the population to watch the Sunday train go by.

The speakin' accounted for some "foreigners" on the train; the Rev. Henry S. Huntington, associate editor of Christian Work; Arthur Garfield Hays, attorney, both of New York, and half a dozen reporters and other observers. They had been sent by the American Civil Liberties Union and the Citizens Committee, of which Norman Hapgood is chairman, to hold the first free speech meeting ever attempted in Logan County; Logan, "the last defense against the miners' union which President Harding warned you all against," say the operators; "the county where union organizers are barred and miners who talk union get deported or killed," say the United Mine Workers. Certainly a county of the United States Steel Corporation and ninety other big and little coal mining companies; where the mine guards parade as public officers, sheriff's deputies, paid out of a private fund maintained by the coal operators, a system condemned for years by state and federal investigators, and avowed and defended by the operators; by William H. Coolidge of Boston, for example. When asked by investigating senators:

"You claim the sheriff, or the deputy sheriffs, you contributing to their salaries, have the right to drive men out of the county if they are there to organize a local of the United Mine Workers of America?" the Boston financier answered, "Yes."

The "foreigners" chatted of the Chafins of Logan, of Don the omnipotent sheriff and John the prosecuting attorney; George the tax collector, neat, soft-spoken and attractive, we encountered on the train. "You see Don. Don is a gentleman, he's an operator himself, worth $300,000, the most generous, kind man in Logan. Course he won't allow Charleston fellows in Logan. (Charleston means union.) Don's been underhanded." (Meaning others had underhanded him.)

"You can't hold any meeting on the court house steps," Don Chafin had said over the long-distance telephone; but later he had put it in the papers that we could. A Logan judge had recently enjoined everybody from making any persuasions which might make miners join the union. What speaking would be allowed?

Free speech is a bore, the free speakers remarked, on the long ride: you don't know whether you're supposed to face guns or a judge's ruling on commas in an injunction. First they try to scare you; then they say you're butting in and hunting notoriety; then "pooh, you had your meeting; it was nothing"; next they fight you in the press and the courts to prove it was everything, everything criminal. And yet men from Logan had vowed that only general public attention stood between union meeters and murder. Somebody had to be public attention.

LOGAN toward evening; the station was jammed. A new brick station, big coal yards, tall tipples up the valleys, mountains overhanging; smart streets, also jammed. "There's four or five times as many people as usual in town," they said at the hotel. "They thought the meeting was this afternoon."

Crane Gartz, representing the American Civil Liberties Union, telephoned the sheriff's office for an appointment; he was told the sheriff was not in. "I recognized Don's voice," he reported.

So off straightway to the court house through lanes of quiet lanky people who somehow looked taut. A lawyer, strange to the place, led marvelously straight through the dark corridors to the sheriff's office. The door opened six inches; a voice that shook declared the sheriff wasn't in. Wasn't in town, the voice added, after the door slammed. A bystander slipped by and volunteered a whisper, "Don's in there." But no answer came to repeated knocks. The visitors tested matters further by walking up to the sheriff's house, where a boy answered the callers; dad was at the court house, in his office.

The meeting began as soon as Dr. Huntington got back from attending evening service. A citizen of Logan, V. W. Gould, head of the shopcrafts on the C. & O., and officer in the Sunday School, had approached. "Don's gang treated the shopmen mighty mean. Don't know what will happen after you're gone but I'll be your chairman." Others remarked, "There's a lot of people sick of these coal operators and their sheriff's deputies and killing folks' pigs and burning and shooting."

"If they drive you off the court house steps, speak from the porch of my house," said an upstanding, quietly-independent looking man, Maston White, a citizen of sufficient prominence to have been nominated for sheriff. He had expressed sympathy for the miners during the mine war of 1921 and Chafin had put him in jail for it.

A silent, massed crowd of two thousand filled the street, the space in front of the court house and the steps; the windows around held silhouetted heads. It was a faceless audience in the night. Behind the speakers a spot of light showed two court stenographers and a compact group, better dressed and plumper than the mountaineers; operators, we were told, and deputies.

"Do you believe that the constitutional rights of free speech and free assemblage apply to Logan? Or do you agree with Sheriff Chafin and the Logan Operators' Association that they alone have the right to say who may meet or speak or live in Logan? Do you know that the system of payment of your sheriff's deputies by coal operators is condemned everywhere?" The speaker raised the issue at once. The mass in the darkness gave no sign of its leanings.

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Mr. Huntington's scholarly Christian message included a scathing passage about ancient pharisees and modern coal operators; it caused a dubious heave through the throng.

When Mr. Hays took the top step in front of the operators and demanded: "Do you know that the name of Logan is a national scandal?" a roar went up, a thunderclap of "You're right." He recounted the effort of the Civil Liberties Union to break open a "closed" coal town, Vintondale, in Pennsylvania, last summer; how he was manhandled by Coal and Iron Police, then flung into jail, and how those coal company officers and their gunmen were arrested and convicted by a jury on which sat two coal operators.

"Will the United States Coal Commission find things like that in non-union coal fields going on here?" The answer was another outburst. "We returned to that town with an injunction to keep the union organizers and the miners from being interfered with."

"Is that a threat or a promise?" shot up a voice.

"Perhaps you will permit me to make it a promise," Mr. Hays retorted, to cheering. The tension was going; speakers and miners were enjoying each other; some of the operators around the stenographers' light were taking it like gentlemen; some were chewing their cigars and savagely spitting out the frazzles.

That chore was over. No, just begun. Back at the hotel young men, with handsome, sneering faces, officers of the local American Legion post, were handing out a long resolution in condemnation of intruders "telling us what to do" and demanding that the sheriff "use all the forces at his disposal to avert a recurrence of this unwarranted attack which was launched on the Logan County court house steps Sunday, March 4." The sheriff sent out a longer statement about the "invaders" planning to join hands with the miners' union "to send into Logan agitators, anarchists, organizers and trouble makers. Logan will ever defend itself against such as those." But when a speaker sought him to ask what his statement meant, Chafin was again "out of town."

So, as usual, there's nothing to do but to do it over; to establish civil liberties as a going concern in Logan and to accept the challenge of inviting in the banned miners' representatives.

Flattering town, Logan. Late that night two of us walked the empty street to Maston White's house and click! went a door across the way; in the six inches of light there a man's head and hat appeared, a staring head and hat. "One of the meanest of Chafin's deputies," Mr. White explained when he admitted us. "They'll be after me for this." The head was still at the bar of light when we came out.

Mr. Huntington, invited to stay over the next day, found citizens slipping up to him for a handshake. "There's more happy people in Logan today than there's been for fifteen years. To think people had to come clear from New York to tell how Logan folks had a right to talk here. That was news—good news." Men who had been jailed without charges, or beaten by deputies, gave their stories, half bold, half fearful. "The people are with you," they said.

LOGAN a citadel? A house of cards, rather; a mining population a-move under a handful of scary masters. I put that impression afterwards to Frank Keeney, president of the West Virginia miners. Here is his answer: "I used to wonder, seeing they sent so many secret calls to me, why the Logan miners didn't revolt of themselves, same as we did long ago up on Cabin Creek when we organized ourselves and then forced the United Mine Workers to come support us. After I went to jail in Logan on these treason indictments I got a different idea. They used to yell, 'Keeney, Mooney, Blizzard' and line up us three to be inspected by five or six of Chafin's deputies. In a couple hours it would be 'Keeney, Mooney, Blizzard' again and more deputies. That went on for eight or ten days. 'Christ, how many deputies have you got?' I asked. They said 466. They're too strong for the miners scattered in the Logan camps, half of them foreign speaking, with no leaders."

If 466 is right, that means one official gunman to every twenty-three miners in Logan.

Back of the brief comedy of a free speech fight stretches the slightly serious drama of years of isolated beatings and deportations, group gun fights with Baldwin-Feltz and other mine guards, then armed marches 10,000 strong, and battles, with treason trials. The operators consider themselves buttressed legally by injunctions and a United States Supreme Court decision; and sentimentally by the cry, "Logan is the last bulwark against complete unionization and that means nationalization." Whosoever the logic, the results had been the same: miners in Logan had not held meetings; union leaders who had met in the White House could not meet in Logan.

Logan remains a leer in the face of liberty. Can the free-speechifying comedy laugh out of power the handymen of great steel and railroad interests? Not unless public-spirited Americans take the joke seriously for a few months. Incidentally, it may require a little public attention to prevent a little private murdering in Logan.

POSTSCRIPT

IT is a fortnight since the above record was written; letters have just come in from Logan County. Maston White has been in the hospital; beaten up.

"He was walking quietly and peacefully along our *quiet* and *law-abiding* little town," Mrs. White writes. "One of these esteemed *thugs* jumped out of a dark passageway, hit him in the face with a pair of steel knux. Almost beat him to death. All over Mr. White believing in free speech.

"Had three stitches taken in his temple. He certainly is a sight to behold. I have no idea but what they will kill him. . . . John Chafin, cousin to the sheriff, was the brute who beat Mr. White up."

In the letter two photographs, an old one of Mr. White and a new one, face swollen and battered, brow plastered. Also a clipping telling of Chafin's arrest; a Chafin actually arrested in Logan. The letter, I notice, was mailed from the town next to Logan.

"The sheriff hasn't been seen since the Sunday of the speaking," the letter adds. "Some think he is gone for good, others say will be gone six months." Sheriff Don, I am reminded, fled Logan for a whole month in 1921 when the investigating Senator Kenyon visited it.

Another letter is from a mine superintendent, now "on the black list, or, as the operators' association puts it, the undesirable list," for no other reason than expressing a candid opinion on industrial questions. He writes: "The Federal Coal Commission wants to know of any instances where any one has ever been deprived of free speech in this Logan county. Well, I for one have been, right here in Logan town, arrested and threatened with death if I dared exercise that right. . . . I have seen men here in this county who broke no laws beat with pistols, kicked and mobbed unmercifully by Sheriff Chafin and his deputies. Seeing is believing.

"When you and your associates were to speak in Logan

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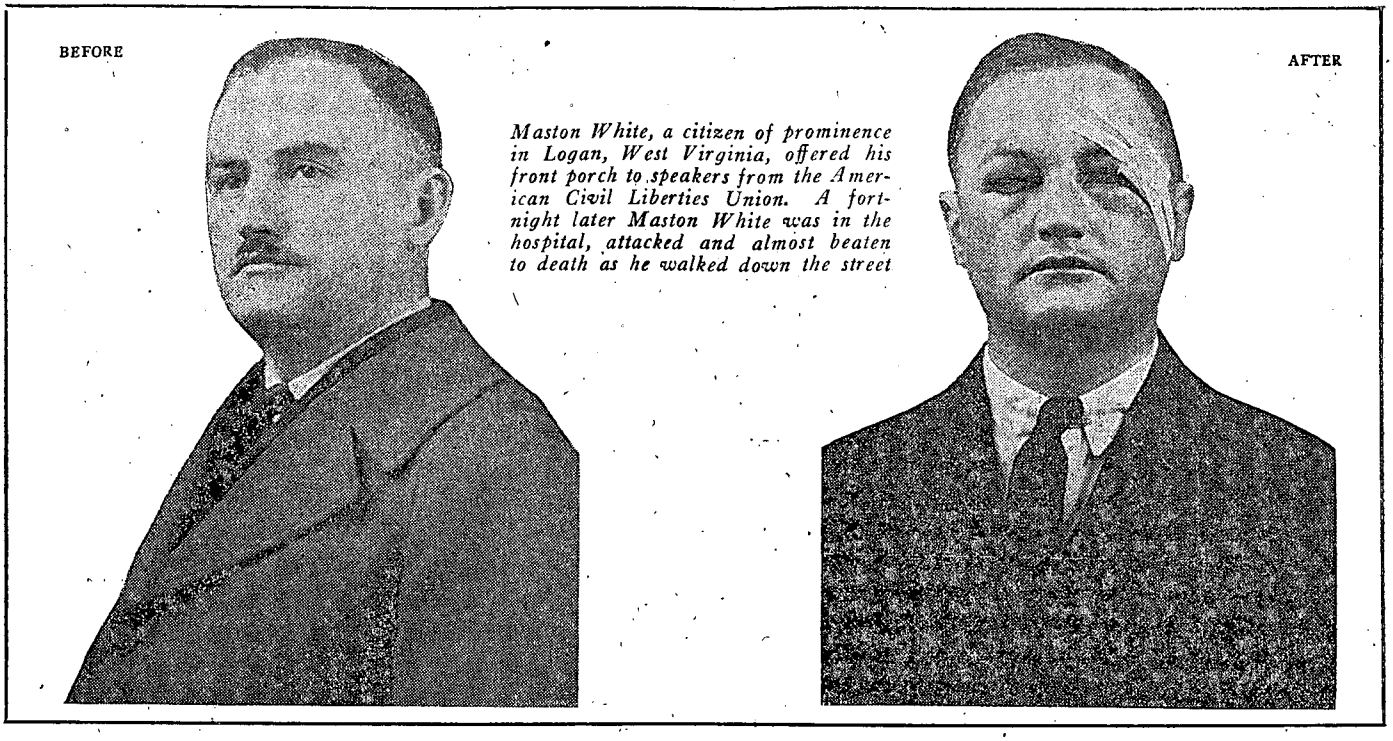

Maston White, a citizen of prominence in Logan, West Virginia, offered his front porch to speakers from the American Civil Liberties Union. A fortnight later Maston White was in the hospital, attacked and almost beaten to death as he walked down the street

I know of women who begged their husbands for God's sake not to go (to your meeting), saying they knew they (their husbands) would be killed."

I shall not add the writer's name, lest another "postscript" follow its publication.

What have you to say, busy Americans? Say it in Logan; another meeting is being arranged and the West Virginia State Federation of Labor has accepted an invitation to participate; say it in Logan and the card-house of fear may fall. It has stood for ten years and there's been much money in it, if not much Americanism.

HEBER BLANKENHORN

Free Speech and a Fair Wage

THE leading article in this department describes the renewal of the fight for free speech in the unorganized coal fields of West Virginia. The inwardness of that fight from the miners' point of view has been fortuitously revealed in connection with Henry Ford's purchase of some of these non-union properties. Mr. Ford is not a conspicuous friend of the unions. But his method of combating them has never involved the use of gunmen and similar barbarous weapons. His method has been to go the union wage scale and the union demands for fair working conditions one better. In a democracy this method cannot permanently serve as a substitute for collective bargaining; it is the genial aspect of feudalism, as the gunman is the ugly aspect. But its application in this case has had the interesting effect of proving that the non-union operators have been enjoying competitive advantages by underpaying their unorganized men. Immediately after his purchase, Mr. Ford announced wage rates at least 20 per cent higher for all classes of labor than those currently paid in the non-union fields.

The dominant interests, not only in the West Virginia, but also in the Pennsylvania bituminous coal fields, are the steel and the oil interests. There, too, the free speech fight is being bitterly waged. And there, too, the inwardness of the fight is the same. Toward the end of the great strike last summer the influence of John D. Rockefeller, Jr., was interposed to establish something akin to what is generally known as the Rockefeller Plan in the mines of the Consolidation Coal Company in Somerset County, a Rockefeller interest. The hostility of the local managers is alleged to have been responsible for the failure of this attempt. In spite of assurances to the contrary, they adopted characteristic West Virginia methods to break down the resistance of the men. All this winter families in Pennsylvania have been living first in tents and then barracks in a desperate attempt to win the rights of free speech, the right to organize, and to demand the union scale of wages and working conditions.

The desperation to which they have been driven is indicated by the following despatch to the New York Times:

SOMERSET, PA., March 21.—Fifteen striking miners, charged with contempt of court for alleged violation of an injunction obtained last April by the Consolidation Coal Company, and allowed five days on last Saturday in which to furnish $100 bail each, appeared at the Somerset County jail here this afternoon and demanded that they be admitted. They were unable to raise the required bail, they informed Sheriff J. W. Griffith, and, although their five days were not up until tomorrow, they stated they wanted to go to jail.

Sheriff Griffith refused to admit them, declaring that their time was not up until tomorrow, and that furthermore there was only room for five more prisoners at the jail. Early this evening the men were still sitting on the jail veranda, apparently waiting until tomorrow to see what disposition will be made of their case. The men, who have been on strike for more than eleven months, were arrested in company with eleven women, wives of the miners, for annoying non-union men at the Consolidation mines at Acosta. The women at the preliminary hearing were released upon their own recognizance.

The action of the miners, approximately 2,000 of whom are still on strike, has stirred up a great deal of excitement here.

It is reported that the miners in this Pennsylvania field are again preparing to strike and that the larger non-union companies have applied to the state for troops. Pennsylvania as well as West Virginia will bear watching. In both places the inwardness of the free speech fight lies deeper than words.

An interesting phase of the free speech fight developed recently in Waterbury, Connecticut, where the Fascisti

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Black Shirts, it is reported in the press, "compelled the chief of police to dismiss a meeting under the auspices of the Civil Liberties Union because the speakers intended to criticise the propriety of establishing a state within a state." The Italians are apparently aggrieved by what they regard as the invidious discriminations of our immigration law. Many of them have lived in the coal fields and they are adopting methods for the defense of Italian honor and "rights" which they learned there. A metropolitan daily in commenting upon the incident indignantly asks whether "the priceless heritage of lawful assembly is a matter to be determined by European politics." What of the politics of steel and oil in American coal fields?

Drawn by Cesare for the American Association for Labor Legislation

The Three Fears, unemployment, want in old age, and ill health—"the most baffling of these is unemployment"

Compensation—the New Phase

THIS is the open season for labor legislation. The lawmakers are still immured in the various state capitols, flocks of bills have been loosed upon them, advocates and opponents fill the lobbies. Hearings follow fast upon hearings, always with the same three groups—the spokesmen of the manufacturing and business interests, of organized labor, and of that general public which speaks through civic, welfare and philanthropic bodies.

One of the questions about which the most heated discussion rages is that of the comparative advantages of state funds and private compensation insurance. The principle of compensation is now generally accepted. All but six states and the District of Columbia have some sort of workmen's compensation law upon their statutes. After almost a century of tense struggle that fight has been won. The current discussion involves a new principle, namely, that of the exclusion of private enterprise from this field and the assumption by the states of a monopoly of the compensation insurance business. The traditional point of view has been that the state, in the exercise of its sovereign powers, is the maker of the rules of the business game and the arbiter of the game under the rules. This conception of the state as the heir of the ancient monarchical sovereign is gradually yielding to the conception of the state as the administrative agent of the people for the accomplishment of social ends.

Organized labor was once lukewarm toward all forms of compensation under state auspices. Today it is practically unanimous for exclusive state compensation insurance. Civic and welfare organizations, composed of professional business men and women, as well as liberals in business are moving in the same direction.

Because of the large stakes involved, New York has become the center of the debate. At the first hearing on the bill before the New York Legislature, seeking to establish the State Insurance Fund as the sole agency for the administration of compensation insurance, insurance companies, backed by chambers of commerce, manufacturers' associations and kindred business organizations, lined up solidly against it. Organized labor lined up as solidly on the other side. Commenting on the bill, Bernard L. Shientag, State Industrial Commissioner, said:

> As a private citizen, a short time ago I expressed the opinion that casualty companies should be eliminated from the field of workmen's compensation insurance, but that self-insurers and mutual companies should be permitted to continue. Nothing has happened since to cause me to change that opinion in the slightest degree. It is not my purpose, however, as a public official, to campaign for an exclusive state fund.

More significant than the partisan attitudes of organized business and labor is that of the liberal business and professional men who make up the membership of the men's City Club:

> We are convinced that an exclusive state fund would be to the best interest of the persons for whose benefit the statute was passed. Compensation insurance is already treated as a public necessity. It has been made so by law. To make the state fund a monopoly is not inconsistent under the circumstances any more than it is to recognize the desirability of monopoly in certain lines of public service, such as the telephones. Experience in other states indicates that where there is an exclusive state fund the state fund can be operated at a much lower average cost and in fact the average cost of all liability insurance is greatly reduced. This, of course, would be a desirable accomplishment as the present cost of liability insurance in this state is unquestionably excessive. The companies have had ample time to show what they could do in the way of reducing the rates.

An investigation by the United States Bureau of Labor Statistics finds that the average expense ration of stock companies is approximately 37½ per cent; of competitive state funds, about 12½ per cent; and of exclusive state funds, from 5 to 7½ per cent. Not only were exclusive state funds found to be superior as regards costs, but they were also found to be equal as regards financial security and better as regards service. If New York should join Ohio, Oregon, Washington, Nevada, North Dakota, Porto Rico, West Virginia and Wyoming in making the state fund the exclusive carrier of workmen's compensation insurance, her action will have a significant effect in transforming the popular conception of the state as the partenal sovereign into the conception of the state as primarily an administrative agency for carrying out the sovereign will of the people.

A WEEK'S vacation with pay has been secured for employes who work on an hourly or piece-work basis in the Chicago and middle-west plants of Swift and Company, through negotiation between members of the Plant Assembly, a representative shop council, and the directors of the company. Men with five years' continuous service with the company, and women with three, are eligible.

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How Long a Day Should Women Work?

Legislative safeguards against the exploitation of women have always to be won in the face of the inertia of law-makers and the resistance of some employing groups. To this opposition has now been added that of the National Woman's Party, which seems to have forgotten, in its campaign for equality before the law, that the relatively favorable industrial status of men is largely due to nineteenth century legislative enactments. Neither men nor women are as yet industrially enfranchised; until they are, legislative safeguards for both sexes are necessary in the interest both of the individual and of society. Biological differences, not a variation in rights, determine the differences in the types of legislation needed by women workers as distinguished from men workers. A wide recognition of these facts is indicated in the review of pending legislation prepared by the Women's Bureau of the Federal Department of Labor, which we summarize.

ALABAMA: The extremes in this legislative campaign are held by Alabama and Arizona. The Alabama legislature has adjourned until July and has postponed consideration of the women's hour bill introduced by the League of Women Voters until that time.

ARIZONA: Governor Hunt has signed the law making $16 a week the minimum wage that can lawfully be paid to women in stores, laundries, shops, offices, restaurants, hotels, and rooming houses in his state. Prior legislation had fixed a minimum of $10 a week with a maximum of eight hours of labor within a gross period of ten hours. The author of the bill which Governor Hunt's signature has made law is Mrs. Rosa McKay, representative from the Miami district of Gila County.

CONNECTICUT: The Consumers' League of Connecticut has introduced a bill for a fifty-hour week and a nine-hour day, backed by the Connecticut Federation of Churches, the League of Women Voters, and many local women's organizations.

The Connecticut Federation of Labor has introduced a bill for a forty-eight-hour week and an eight-hour day, and a local union in Waterbury has introduced one for a forty-four-hour week and eight-hour day.

ILLINOIS: The women's eight-hour bill has been introduced in both branches of the legislature. The bill is to amend the present hour law by changing the maximum hours from ten to eight. There is no change in the seven-day week. There are eighteen women's organizations which form a Joint Committee for the Women's Eight-Hour Bill, and which are actively working for its passage.

INDIANA: The general assembly convened January 4, and on January 9 Representative Schwartz introduced an eight-hour bill which was sponsored by the State Federation of Labor. It provided for an eight-hour day and a six-day week, applicable to all lines of employment for women, including executives and clerical workers. One section called for repeal of the present night work law for women, and because of this provision, the bill was not endorsed by the League of Women Voters, the Federation of Women's Clubs, and other organizations favoring protective legislation for women.

The bill was reported out of committee January 16 on a divided report—the majority report for indefinite postponement, and the minority for passage. Through the efforts of those persons interested in such legislation but not in favor of the provisions of this bill, the minority report was substituted for the majority report and the bill passed to second reading. The same group had an amendment prepared providing for a fifty-hour week, applicable to factories, mercantile establishments, laundries, restaurants, and telephone exchanges only, and not including executives and clerical workers in these establishments. However, an attempt to introduce this amendment on second reading failed, as a motion to strike out the enacting clause prevailed.

The proposed amendments were then introduced in the Senate by Senator Holmes, and referred to the Labor Committee on February 9. The bill was killed after a prolonged fight.

The opposition manifested at the hearings on both the House and Senate bills came from the Manufacturers' Association, and from business and professional women's organizations.

IOWA: A bill providing for a nine-hour day and a fifty-hour week for women workers was introduced in the House February 13. The bill, which does not cover professional women or executives, has the backing of the Women's Bureau of the Grades and Labor Assembly.

MICHIGAN: A bill providing for an eight-hour day for men and women has been defeated in the Michigan legislature. A similar bill has been introduced at several sessions by Representative Holland and always defeated. The bill this year received a few more votes than in previous years.

NEW HAMPSHIRE: A bill limiting the hours of work for women to forty-eight per week passed the New Hampshire House of Representatives but was defeated in the Senate.

NEW JERSEY: A bill prohibiting night work for women passed the New Jersey Senate February 20, by a vote of 11 to 6, and has since become law, with an amendment postponing its operation until 1925. A similar bill last year passed the Assembly and was defeated in the Senate.

NEW YORK: The bill providing an eight-hour day and a forty-eight-hour week for women has been shelved by the appointment of a commission to investigate the need of it.

PENNSYLVANIA: A bill providing an eight-hour day for women has been favorably reported in the House.

RHODE ISLAND: Out of seven forty-eight-hour week bills before the Rhode Island Assembly, one calling for a forty-eight-hour week, has been passed. One bill would prohibit night work between 6 P. M. and 6 A. M.

Several bills have been introduced calling for one day's rest in seven. A bill providing that no woman may knowingly be employed within four weeks before confinement and four weeks after has passed the House. Still another has been introduced in the Senate providing that the same restrictions as to age and hours of work shall apply to home work as well as to factory work.

SOUTH DAKOTA: Bills calling for a ten-hour day, a fifty-four-hour week, and a minimum wage of $10 per week for women in the industrial world of South Dakota have passed both houses of the legislature. They provide for apprentice rates until girls develop capabilities sufficient for the minimum wage.

WISCONSIN: Bills providing (1) an eight-hour day for women, (2) an eight-hour day for men and women, and (3) regulating the hours of women workers in hotels, have passed the Assembly.

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HEALTH

The Village Doctor, 1923

IN ALL stages of civilization cooperative measures have been tried to assure the services of the medicine man to those in need. There is a story that certain Japanese and Chinese peoples pay their physicians to keep them well. When one becomes ill payment ceases until health is restored upon the assumption that the physician has failed to do his duty. In some European communities the plan of paying the physician out of a public fund provided by a general property or poll tax is meeting with public favor. This plan is also in limited use in the United States among certain political, educational, religious and philanthropic groups. Another type of cooperative medical assistance in this country radiates from the hospital as a central institution. Members of such groups pay a stated amount each year or month, as the case may be, to cover the expenses of ordinary illness, accident, and hospital service, with no further financial obligation.

Projects such as these have been of value, but they are not completely applicable to the country village which is too small to support a doctor by the ordinary method of fees. To meet this need organizations have come into being with the physician as a center. In a small town in the agricultural section of northern Indiana, for example, each resident pays a given percentage of his income into a common fund, which provides for the employment of a salaried physician. An organized rural group in Texas employs by the year a physician whose salary is due when the cotton crop is marketed. In a Nebraska countryside the physician is guaranteed a yearly salary of $3,600, which is raised by means of the fees he collects for his calls and supplemented by donations from the business men in case his collections do not total this amount. These experiments have met with a surprising degree of success, despite obvious shortcomings. In an effort to overcome their limitations, the residents of Sharon, Kansas, have evolved a plan which promises to work successfully without undue burden on any one in a country community too small to maintain a physician by the ordinary fee method.

From all corners of the country have come alarming reports of decreases in the numbers of country doctors, with suggested plans whereby the state or county or village can make the life of the country doctor sufficiently worth the while of the modern medical man. A committee of representative physicians appointed by Governor Alfred Smith of New York to consider the needs of rural health work, recently made a report laying the greatest stress on the need of community responsibility for health in country districts, and denying a general need for state subsidy. Sharon, Kansas, shows one way in which a countryside organized itself to provide for medical service in a way which has made for the health, happiness and independence of every one concerned.

Sharon is a village of 325 inhabitants, in the northeastern part of Barber County, eleven miles from the nearest town. Its people come from energetic European and American stocks. All are fairly well-to-do. The prevailing occupations of the district are grain-farming and stock-raising. In 1917 Dr. E. S. Haworth, a young physician, settled there, but because of the limited population his practice was not sufficiently lucrative to make the district permanently attractive to him. He moved to Wichita, much to the disappointment and inconvenience of the people of the Sharon community, who were without a resident physician during the greater part of the following three years. Accordingly, they urged Dr. Haworth to come back. In early September, 1922, he called a meeting of the business men of Sharon and laid before them a plan which provided for his return on a salary basis. It was accepted without a dissenting vote. Committees were appointed to recruit the necessary number of families to perfect the organization, and one week later, on September 13, the Sharon Health Association became a reality.

The governing body of this association consists of a chairman, a secretary, a treasurer and two directors, elected annually. The membership is composed of both families and individuals. When the head of a family becomes a member his entire dependent household receives the benefit of the organization through the one membership. The physician is provided with an office, telephone, light, and fuel, and paid a salary of $3,000 annually, which is raised by assessing each member an equal amount—that is, in case of a membership of 300 the annual dues are $10. The plan provides, however, that no annual assessment shall exceed $15, to be paid in two equal instalments in advance, after which the members are entitled to the services of the physician without additional charge, except in major cases such as require hospital attention, which cost extra in proportion to the services required, and childbirth or abortion, when an additional fee of $10 is paid into the association to create a maintenance fund. The members pay for the drugs and surgical dressings used individually. A member who fails to pay his dues is dropped from the organization and can be reinstated only upon payment and by a vote of the directors. Except by vote of the directors no person can become a member who is ill at the time of application.

The following excerpt from the constitution explains some details of the plan:

> Calls made upon members of the association living within six miles of the village of Sharon shall be free, but the physician is entitled to a fee of one dollar per mile or fraction thereof beyond the six-mile limit for such calls. In any case where the roads are impassable for an automobile due to natural causes, the party calling shall be responsible for the transportation of the physician. Night calls shall be those between the hours of ten P. M. and five A. M. for which shall be charged an additional cash fee of one-half the customary call fee as fixed by the State Medical Association, which shall be paid to the physician directly. . . . The physician shall not be restrained from outside medical practice so long as it does not interfere with the welfare of the association and all remuneration and fees therefrom shall be his individual income.

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In any case of emergency in which the association physician is absent or detained by cases outside the association, he shall be accountable for such absence and held responsible for the fee for such service of a neighboring physician as is necessary. When any member wishes the physician to accompany a case to the hospital it will be necessary for the member to defray his expenses in full and he shall not be liable to the association for his absence. No member shall be denied the privilege of consultation of other physicians, providing he be responsible for the fee therefor."

Thus, at negligible yearly cost, medical service is made available for any resident of Sharon. Of course, some of the members have not had occasion to call the physician since the plan went into operation, but others have had frequent need of his services, and often the latter are the folk least able to pay the doctor's bills. The Sharon plan reduces the physician's business of fee collecting to a minimum, which enables him to give his patients his undivided attention. Moreover, by shifting the responsibility to the individual, who pays for health protection, it tends to create general interest in personal health and consequently in community health. Dr. Haworth has inaugurated a successful campaign for universal vaccination, for which the patient pays only the cost of the vaccine, ten cents. Patients who are in need of prolonged treatment are not deterred by the fear of doctor's bills, so the physician often is able to see a case through when otherwise the need for economy might have caused the patient to discontinue his services at the earliest possible moment. The whole plan, as one Sharon business man expressed it, is insurance against low standards of personal and community health. "Our scheme brushes aside all the barriers of suspicion and fosters a mutual desire and friendship," says Dr. Haworth.

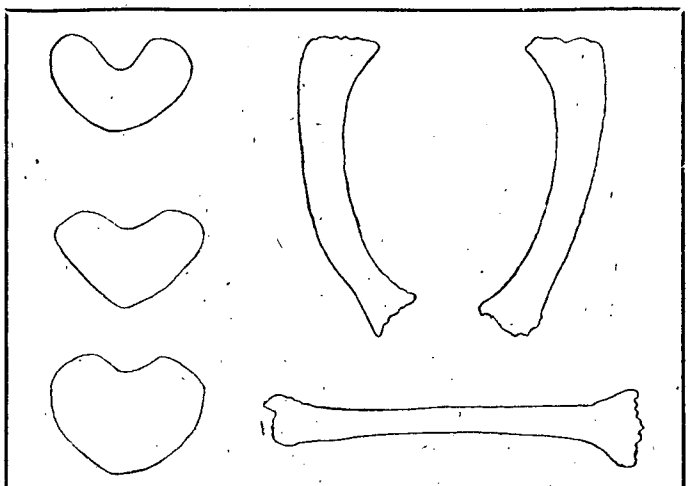
F. B. Ross

Building Sound Bones

WHEN a reliable medical authority declares that half of the children in New York City between six and eighteen months of age are suffering from rickets, those of us who know the tenement child are likely to regard the statement as in no sense an exaggeration. We are all familiar with the results of this disease as they are revealed in the bowed legs, twisted spines and the pathetic waddling gait so characteristic of the runabouts in our crowded and neglected districts. And yet, just because the disease is so common, because it does not often directly result in death and because the children seem to outgrow their most marked deformities, it has been accepted with complacency by both parents and physicians. A careful study of the history of rickets proves, however, that children do not entirely outgrow its effects and that it is responsible at least indirectly for a large number of deaths of young children.

The campaign against rickets of the Association for Improving the Condition of the Poor grew out of the intensive child health work which this organization is conducting in the Mulberry District of New York City, an area with a population of 33,000, most of whom are Italians. As a part of this program apparently well children are examined to bring remediable physical defects to the attention of the nurse and through her to the mother.

In studying the results of these examinations by leading age groups, we found an unusually large number of orthopedic and postural defects, which our examining physician attributed to rickets in infancy. Practically a quarter of the children under school age had such defects, a proportion three or four times the ordinary rate. We also found that while deformities of the extremities, such as "bowed legs" or "knock knees," tend to disappear, those of the thorax and pelvis are retained for many years, if indeed they are ever fully outgrown. The latter defects have a much more important bearing on the health of the child. The flattened and narrow ricketic pelvis of girls, if not "outgrown," causes complications and involves considerable risk of life for both



Rickets in infancy is leaving one child in every four in the Mulberry District of New York with postural defects or deformities. The two pelvic outlines at the top show the effects of rickets; at the bottom is a normal pelvis. The bowed legs, another result of rickets, are in pathetic contrast to the normal shin bone below

mother and baby during childbirth. Children who suffer from rickets usually show a protuberant abdomen which is the result of low muscle tone. This weakness of the muscles, together with the narrow chest (pigeon breast), so characteristic of the disease, results in a diminished breathing capacity which renders ricketic children susceptible to respiratory troubles, bronchitis, pneumonia, and even tuberculosis.

Vital statistics for the Mulberry district seem to bear out this latter fact. Pneumonia is responsible for 44.6 per cent of all deaths of children between one and four years of age in this area. The rate from this disease is from 50 to 100 per cent higher than in districts where rickets is less prevalent. Furthermore, the deaths from pneumonia of children under five years of age represents 60.8 per cent of all pneumonia deaths. Respiratory complaints are the leading causes of death in children under five. A thoroughly preventive health program, therefore, pointed clearly to the necessity of an effective campaign against rickets.

Our field in the Mulberry district has been confined to supplementing existing agencies and filling in gaps, which resulted chiefly in an educational nursing service for expectant mothers and children of pre-school age. Children under two years of age are under the care of the Health Department's Baby Health Stations. But it is during this period that rickets develops. A special arrangement, therefore, had to be made with the Health Department for combating rickets in this age group. A committee, composed of nutrition experts and physicians who have gone thoroughly into the rickets problem, was formed to advise the Health Department and the Association for Improving the Condition of the Poor in mapping out a program which would embody the most recent findings in this field.

"That child has bow legs because his mother let him walk too soon" is the popular explanation of the two or three-year-old youngster with badly bowed legs. This thoroughly unscientific theory is, after all, not so far from the truth.

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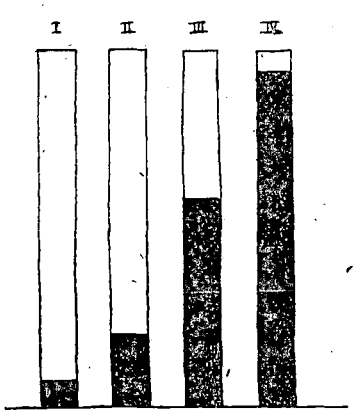
Such children usually have suffered from rickets. The most marked effect of the disease is to retard the development of the bony tissues of the body, particularly the long bones of the arms and legs. Their legs, therefore, may be said to be too young, physiologically, to support the weight of their bodies. When they attempt to stand on their feet the bones of the legs bend under the weight of the body like a tender green twig. In the most severe cases a child may never have been able to stand or walk.

Rickets may be occasioned by one of two factors, or by both together: (1) inadequate exposure to sunlight; (2) a diet deficient in a food accessory vitamin, whose nature is as yet unknown, but which enables the body to store calcium and phosphorus in the bones from the food taken into the body. This theory helps to explain certain characteristics of the disease. It is most prevalent during the winter months in north temperate climates, particularly among races with dark skins in which the pigment still further retards the effects of the sun's rays. On the other hand, the disease is practically unknown among Negroes in the West Indies who are receiving an abundance of sunlight, or among Eskimos, who are used to little sunlight, but whose diet from early infancy consists largely of fats and oils of fish.



A diagram based on the Columbus Hill demonstration, 1916-1917, to show the results of giving cod liver oil to babies less than a year old to prevent rickets. The black areas show the percentage of babies who developed rickets:

1. *Babies who had cod liver oil regularly for six months*
2. *Babies who had cod liver oil for six months, but irregularly*
3. *Babies who had cod liver oil for four months*
4. *Babies who had no cod liver oil*

While the physiologists are still at a loss to explain how the sun's rays or the oil of fish livers can deposit calcium in the bones, the fact has been amply demonstrated clinically and in experiments with animals. We were offered, therefore, three methods of attack—exposing the babies directly to the rays of the sun or to the ultra-violet ray of a quartz lamp or giving doses of cod liver oil three times a day during the period of life when rickets is most likely to occur. But sunlight in our congested tenement districts is a very rare commodity. Besides, it seemed impracticable to persuade mothers either to place the baby stripped before an open window in the sunlight or to bring it to the center daily for exposure to a quartz lamp. We therefore decided to attempt to see that all babies during the period of susceptibility received cod liver oil three times a day in quantities prescribed by the physicians of the committee.

Babies between three months and one year of age are most susceptible to the disease, particularly if they fall within this age period during the late winter months when the seasonal incidence is at its peak. Great care must be taken, therefore, to watch children of this age group during the seasonal period of greatest incidence. In no other way can we be certain that the prevention or cure of the disease is due to the effect of the treatment and not to the mere fortuitous escape of the age and seasonal period of greatest risk.

During the month of January about two hundred babies between five and ten months old were examined by a physician for symptoms of rickets. These examinations were supplemented by X-Ray pictures of the bones of the forearm and wrist. The children will be followed up for four months. At the end of this period they will again be examined and X-Rayed. We shall thus have conclusive evidence as to whether rickets was present at the beginning and cured during the period of treatment or whether it was not present and was prevented from occurring.

For two months of this period the A. I. C. P. nurses called at the homes two or three times a week to learn whether the oil was taken as prescribed. An examination of the contents of the bottle on these visits served to check on the accuracy of the mother's statement. During the last two months less frequent visits are necessary, since by this time the mother has formed the habit of giving the oil. A complete record as to the quantity of oil taken is kept for each baby. Dietitians also obtain detailed records of the diet of the mother and baby, particularly with regard to the quantity and kinds of milk and vegetables.

The children whose mothers do not carry out instructions are kept under observation as a control group. We shall not consider our work a success unless the amount of rickets among those who have been taking the oil regularly is markedly less than in those who failed to take it.

But apart from the very slight contribution we may be able to make to scientific knowledge regarding rickets, our important contribution is to educate the mothers as to the seriousness of rickets as a disease of childhood and to get them to apply the simple remedies recommended by the medical profession. The almost daily contact of the nurses with the mothers is necessary to accomplish this result. Even the simple instructions of the doctor are frequently misunderstood. When the nurse called at one home, the mother assured her she was doing exactly what the doctor told her—she was bathing the child with cod liver oil three times a day.

The intensive campaign against rickets should be waged in this district every year during the winter months. With so reliable a remedy at hand there is no excuse for increasing the dangers of child life.

JOHN C. GEBHART

Cod Liver Oil and Sunlight

DR. Alfred Hess, whose name has been associated so closely with advance in the study and treatment of rickets in this country, directed one of the first extensive tests of prophylactic therapy for rickets in 1916-1917 among colored infants in the Columbus Hill district of New York City, where one Negro baby of every three died before the age of one year. Of the infants who received cod liver oil regularly for six fall and winter months, only 7 per cent developed rickets; another group who received it during the same period, but irregularly, showed that 20 per cent were ricketic at the end of the test period, while the percentage in a control group of children of the same age and living under the same conditions was 94. Probably more than 90 per cent of the Negro children of New York City suffer from rickets in infancy. Dr. Hess's most recently published studies on rickets (Journal of the American Medical Association, March 10, 1923) established the theory that the light waves in sunlight which are effective in preventing and curing the disease are too short to pass through ordinary window glass and are obstructed in large part by a smoky or dusty atmosphere. They can permeate ordinary black or white clothing materials of wool or cotton, to an extent dependent somewhat upon the texture and thickness of the material.

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Health by Law

HEALTH looms large on the legislative calendars of the states, according to a summary of pending legislation recently published by the Children's Bureau. Bills relating to state or county health departments or to the employment of public health nurses have been introduced in fifteen states. In at least seven bills relating to birth and death registration are pending; the regulation of midwifery is the subject of measures introduced in Connecticut, Kansas and New Jersey, and of maternity hospitals in North Dakota. An Ohio bill would transfer the social supervision of maternity hospitals from the State Department of Health to the Division of Charities of the Department of Public Welfare. The employment of women within four weeks previous to confinement or four weeks after child birth would be prohibited in factories, manufacturing, mechanical, business or mercantile establishments under the terms of a Rhode Island bill.

Physical education or medical or dental examination of school children would be provided by bills introduced in at least seven states. Several of these would exempt children whose parents object to physical examination. Provision for physically handicapped children is made in bills proposed in at least fourteen states.

Health and the Mark

AS prices have risen out of sight in Germany in the last few months, the level of health has sunk correspondingly. Adequate food, housing, and clothing are increasingly hard to obtain, and official announcements give discouraging reports of scurvy, tuberculosis, and undernourishment so severe that large numbers of children are not well enough to attend school. Moreover isolated reports of suffering are multiplied to form grave dangers because of the imminent collapse of public health work in Germany.

Nearly 12 per cent of the hospitals of Prussia were closed during the last year. About 15 per cent of all the homes for infants and 45 per cent of all the creches were forced similarly to discontinue their work despite the efforts of the government to help through subsidies. The German association of private philanthropic hospitals, representing 1,400 hospitals with 150,000 beds, reports that these institutions no longer can replace linen and make needed repairs, and that the cost of fuel, food and clothing is ruining them. A plant which spent 20,000 marks a year for fuel before the war needed 35 millions in 1923. In most philanthropic institutions the money spent for coal now represents 50 per cent or more of the budget. It used to be 6 or 10 per cent. The allowance for feeding a child used to be a mark a day. Now it is 400 or 500. Patients in public and private hospitals now receive at the utmost 600 grams (about ¾ lb.) of meat a week as compared to the former allowance of 2,500 grams; 230 grams of fat instead of 500; a pint and a half of milk a week instead of 2 quarts. The association reports that many beds cannot be used for want of sheets, and that many wards are seriously overcrowded, while the number of doctors has been reduced and instruments cannot be bought.

A recent investigation of the effects of the economic situation on public health work finds that many people of the middle and professional classes, who never dreamt in the past of applying for public help, must now be nursed in the hospitals at the expense of the poor-law boards, as only the upper 10 per cent are still in a position to pay their own hospital expenses. Even members of the higher ranks of society urge the doctor to dismiss them from the hospital before they are cured on account of the expense. Though one large hospital for children charges only about one-fifth of the actual cost of treatment, many of its patients are brought in so late that it is impossible to save their lives. About 30 per cent of the deaths in this institution occur on the day of admission, and many more within the first three days. Many families cannot meet funeral expenses without the aid of the poor-law. One sees a father carrying the body of his child to the cemetery in a margarine box, while another wheels the coffin of his wife on a wheelbarrow!

The German Central Committee for Combating Tuberculosis is considering 667 applications from hospitals and sanitoria for grants which they must have to continue their work. At the outside not more than one-sixth of these can be met. Public baths and asylums for old and invalid people have been closed in many towns, as the municipalities are unable to give the necessary support. In one city 93 kindergartens and 9 creches have been abandoned, and 3,000 children, who were to be sent away for treatment for rickets, have had to stay at home, while the feeding of school children has been cut down to 5 per cent of the former amount.

Worst of all, the medical profession itself is in danger of being submerged by the financial collapse of the nation, since most people in the educated and middle classes no longer are able to pay a doctor's fee. The doctors' representative body in Berlin is of the opinion that most physicians no longer earn a living wage. The medical magazines are full of advertisements of doctors who want to sell their furniture, their beds, their clothes!

This is the situation which the social workers of Germany are trying to tackle. Surely it needs more than courage—it needs the faith which can remove mountains.

ALICE SALOMON

FRIENDLY MONEY

A fifty-pfennig note issued by the city of Gotha to honor the work of English and American Quakers in feeding undernourished German children. The eight-pointed Quaker star first stood for their work for civilians in the Franco-Prussian war of 1870. Since 1914 it has seen service in civilian relief in France, Germany, Serbia, Austria, and Russia

Child Assets and Liabilities

TO the moot questions of what and why is a normal child, where may he be found, and in what numbers, come the findings of surveys of school children and pre-school children in city and country.

In response to an appeal from the Kentucky State Board of Health to help find out "why a state famous the world

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over for its prosperity should turn out so large a percentage of physically defective men as the draft records showed," the Children's Bureau undertook its first rural nutrition survey in a Kentucky mountain county. Its results, recently published, summarize the home background of 123 families and the physical assets of 149 children between two and eleven whose parents were able to bring them over almost impassable mountain roads to be examined.

The answer to Kentucky's question of poor physical development amid prosperity was, for this district, that the prosperity part wasn't so. Less than one-sixth of the children came from homes where the family income was considered clearly adequate. Food was a monotonous matter of corn bread, biscuits, and salt pork, accompanied at best by milk and a small amount of vegetables and fruits, at worst by coffee. Only about a quarter of the children had a diet which probably included all the constituents necessary to nourish their bodies provided enough was eaten and the body was able to utilize it; the diets of 27 per cent were clearly inadequate, and for the remainder, doubtful. Two children of every five were rated poor or very poor as to nutrition; one in three was fair, and only one in seven excellent. Diet and nutrition had naturally a direct relation, and to a surprisingly large extent, in comparison with some of the city surveys, adequacy of diet varied with the family income. Only about 3 per cent of the children who received physical examinations were without physical defects; the greater part of them had from three to five defects, and some as many as eight or ten.

A survey of child health in six rural counties of Missouri, made by the Missouri Tuberculosis Association, tells much the same monotonous story of pork, biscuits, and coffee, with all too little of milk, vegetables, or fruit, or eggs, except for a limited season each year. The Missouri investigators, however, felt the inadequacy of diet was the result of ignorance, rather than poverty. About one-fifth of the children were found to be 10 per cent or more under weight; more than two-thirds had defective teeth, and nearly a third defective eyesight.

Approximately the same proportion of dental and eye defect was found in the elaborate survey of nearly 4,400 children under seven in Gary, Indiana, the findings of which have just been published by the Children's Bureau. On the basis of the height-weight tables, however, only about 9 per cent of the children were 10 per cent or more under the standard. Here again, the family income in itself did not determine the adequacy or inadequacy of the diet, nor did the classification of the children as of native or foreign-born parentage show an appreciable difference. Only about 5 per cent of the children were without physical defect or disease.

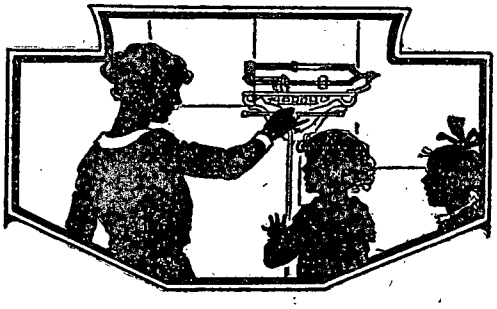
A joint survey of 1,000 pre-school children in New York City, carried out by the New York city departments, the Civic Club of New York, the American Red Cross, and the New York State Association of Consulting Psychologists, rated an amazingly higher proportion of the group—33 per cent—as without physical defect, but found again large groups with poor teeth, improper breathing, or malnutrition, the last being rated at 19 per cent. An analysis by the New York County Chapter of the American Red Cross, of 430 undernourished children in its nutrition classes, summarizes the primary causes of malnutrition in this group as follows:

In 40 per cent of the group—dietary factors.
In 67 per cent of the group—enlarged tonsils and adenoids.
In 10 per cent of the group—economic factors.
In 7 per cent of the group—lack of cooperation with parents.
In 7 per cent of the group—the previous medical history of the child.
In 21 per cent of the group—miscellaneous factors, such as lack of parental discipline, bad personal hygiene, or medical causes not included above.

For the secondary causes, poor diet again headed the list with 30 per cent.

One question raised in the Gary studies—as to the validity of the commonly accepted standard of a 10 per cent deviation from the height-weight tables as a criterion of malnutrition—has been studied in great detail by field investigators of the United States Public Health Service who have checked the weight and height of nearly ten thousand children between six and sixteen against clinical observation of their state of nutrition. The children were drawn from districts of South Carolina, Virginia, Maryland, Delaware, and New York state; all were of native white parentage. While mean heights and weights of the children whose nutrition was rated as good or excellent, were consistently above those of the children with poor or fair nutrition, there was a large overlapping of the two curves. Some of the excellently nourished children actually weighed less than poorly nourished children of the same age and height class. Deviation from the normal differed consistently according to sex, and increased with age. The investigators recommend that if average weight is to be used even as a rough index of nutrition, the percentage deviation allowed as normal must take some account of these facts, and that in order to pick out individual cases of poor nutrition, a physical examination by a trained physician be used to supplement physical measurements.

The effect of school work upon nutrition is the subject of another investigation by the United States Public Health Service. In every group of the 2,068 children of a typical Mid-western community who were studied, the numbers who came nearer the standard during the school year were considerably greater than those who lost ground. While this balance obtained among the "accelerated children," that is, those who were covering the ground in less than the ordinary time, the percentage of gains was lower and of losses higher than in the other groups, indicating possibly that special caution should be observed in permitting bright children to advance more rapidly than the normal rate.



What to eat, in terms not of vitamins and calories, but of milk, bread, vegetables and meat, and of dollars and cents, is the subject of a pamphlet, Food for the Family, from which these illustrations are reproduced. It is issued by the Nutrition Bureau of the Association for Improving the Condition of the Poor

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EDUCATION

The War Department Turns Educator

THERE is a story of a man who, while stooping down to pick up a horseshoe in the street, was knocked over by an automobile. Education may be about to accumulate a similar experience.

The National Education Association voted at its recent meeting in Cleveland to have nothing to do with the proposed national department of education and welfare provided for in the Brown reorganization plans, but to continue its fight for an independent department of education. School people, particularly school administrators, are largely concerned with the development of school machineries. Programs of external and internal organization attract them. They are not so greatly interested in the aims of education. It may be they assume the aims are given in the machines: machines must be *for* something!

Meanwhile, others are more interested in discussing aims. Some teachers feel that education must find out where it is going before it can do much toward getting there. The War Department comes to our help at this point. That department is offering the nation and the schools a somewhat startling program, in which the objectives of education occupy the central position.

The main features of this program were outlined at a conference on "citizenship and national defence" held at the War Department last November and attended by more than one hundred leaders of the civil and military life of the nation, including teachers, editors, boys' club workers, presidents of universities and secretaries of many public-spirited groups. Three problems were considered: citizenship training, the reserve officers' training corps and the citizens' military training camps. The second and third of these have long been War Department activities; with them we are not concerned. We pass on to an examination of the department's plans for dealing with the problems of "citizenship training" and the relations of this to schools.

The committee on citizenship training presented a tentative program, covering four important problems, namely: physical education, technical education, development of right attitudes and the problem of the older boy. Each of these problems had been considered by an appropriate sub-committee, their study of the problem following definite lines, as follows: What standards should be set up? How can the groups interested in these problems get together for the working out of these standards? How can those who train the young be induced to employ these standards?

With regard to physical education, it was agreed that a "comprehensive, thorough-going program of universal physical education is of vital importance to the nation"; and state legislatures, federal departments, park and playground departments, public school systems and local associations of all kinds were urged to cooperate to this end. "Sound and generally applicable specifications and standards of physical fitness" being considered desirable, The National Amateur Athletic Federation was asked to undertake to define these specifications and standards and to promote their use. This the federation has undertaken to do, independently, without control of any sort from the War Department.

The sub-committee on the development of right attitudes expressed the belief that "large numbers of citizens, both native-born and naturalized, have only the vaguest conceptions of the fundamental principles of our constitution. This ignorance renders them an easy prey for subversive propaganda, an opportunity which is being exploited on a large scale at the present time. . . . In order to meet this situation there is need of clearer specification of the requirements of good citizenship and more determined cooperative action in seeing that as many citizens as possible are compelled to meet the requirements set." The President of the United States was asked to establish a National Council on Citizenship Training which should be charged with working out the details of this program.

In dealing with the problem of the older boy, the conference voted that "technical military training for the purpose of making soldiers for war was not desirable for boys under eighteen years of age," and proposed a Federal Council on Citizenship Training, to be composed of "those employes of the federal departments who are actually engaged in work which bears on the better training for citizenship."

This council, with functions that seem to combine the two recommendations just noted, was created by President Harding in an executive order dated January 12. The twelve members are from the following federal official groups, the appointment, in each case, being made from within the group itself: Bureau of Education, War Department, Navy Department, Public Health Service, Welfare Division of the Post Office Department, States Relations Service, Naturalization Bureau, Federal Board for Vocational Education, Veterans' Bureau, Department of State, Department of Justice, Department of Commerce. This council is holding regular meetings for the purpose of developing the viewpoints of the groups included. The council will take no action except by unanimous consent.

A JOB BY ANY OTHER NAME

The problem of technical training is proving the most difficult. Back of the training problem lie many still obscure areas of industry and psychology. For example, much delay arose in war time in getting the right numbers of men for specific jobs because industry, the country over, has no standard terminology by means of which definite specifications of needs can be expressed. Industry needs a standardized terminology of occupations which both workers and employers can use when talking about jobs. War-time experiences emphasized this need. Before training can go far this need must be made up.

The task of working out this standardized vocational terminology was delegated to the National Research Council, an organization of scientific forces of the country, with headquarters in Washington. Since November discussions have been going forward under the auspices of this council, and a number of problems are emerging.

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The first is obvious and practical: Can the approximately 13,000 vocations and sub-vocations listed by the census bureau be defined and standardized so as to give industry as a whole a common terminology? If so, can these defined vocations be given standard specifications which can be used for the purpose of requisitioning workers, either for service in industry or for war-time duty in the army? The War Department's interest appears at this point.

But this practical question quickly gets beyond the control of the dictionary makers and invades the field of industrial processes and calls in question what the schools are doing. The steps in this development are important.

Must not the process that is back of the standardized term be standardized also? If so, must not the worker who controls this standardized process be standardized, too? But how shall he be standardized save as the school which trains him is a standardized school? Is there any logical *terminus ad quem* in this program short of a standardized system of technical training in the schools of the country? The War Department seems willing to go the whole way.

THIRTEEN THOUSAND STANDARDIZED OBJECTIVES

Leaping rather lightly over all intervening obstacles, the War Department assumes that when these 13,000 standardized vocational specifications have been worked out they can be used by the schools as definite educational objectives. C. R. Mann, chairman of the War Department's advisory board on training, in discussing this part of the problem, called attention to certain developments in Rochester, and said: "The educational institutions cooperate with the industries in setting the specifications, take them back to school and use them as definitions of objectives for training. The school authorities decide how courses can be organized to train men so that they will be able to achieve the objectives defined in the specifications." But is the problem as easy as Mr. Mann makes out? What are some of the intervening problems?

Take the industrial aspects of the situation first. The intelligence and skill required in any industry vary from job to job. Some jobs can be entrusted to a high-grade imbecile; others are so technical that only a Steinmetz can begin to comprehend them. For the purposes of organizing training must not these 13,000 standard vocations be analyzed in order to determine what we may call their "coefficients of intelligence and skill"? And must they not then be graded in a series ranging from lowest to highest and showing just the level of intelligence required in the worker who is to be sent into each of them? Schools cannot train for these standardized processes without knowing the amount of intelligence that will be needed in each of them. This complete analysis of the industrial situation seems inevitably demanded for the completion of the program of the War Department.

But this analysis of the vocations is but half the problem. Not only must the jobs into which children are to go be analyzed; the children who are to go into those jobs must also be analyzed for the purpose of determining their levels of intelligence and, therefore, their proper industrial levels. Vocational education and guidance have long been struggling with the intricacies of this task. Many vocationalists have been fascinated by the vision of a standard series of children beautifully fitting into a standard series of vocations—as if nature had intended such a complete harmony of the spheres. Modern educational psychology, especially the so-called intelligence tests and mental measurements, lends some plausibility to the whole program, even if it does not, as yet, completely confirm it. The standardized series of graded industrial processes will give the objectives of education. The standardized series of graded children will give the ultimate level which any particular child may ever hope to achieve. The schools will definitely engage to operate the standard processes which, on each of these levels, will most quickly fit the minds of that level to meet the specific requirements of the industrial processes of that level. The school and industry will thus, finally, mutually understand each other and fit each other; education will be a definite training for life; and all the confusion and waste of the present will be avoided. The whole scheme seems almost too perfect to be possible—in this not altogether perfect world!

And there are further problems. For example, Leonard Outhwaite, director of the Personnel Research Foundation, an organization engaged in research in the field of personnel problems, in discussing the development of this phase of the War Department's program, said: "Standard terminology descriptive of positions in various occupations and trades is not likely to result where the positions themselves are not standard—are subject to variations and new combinations from one industry to another, even from one plant to another." The War Department's program will presently raise the question in all industry as to whether, for any purpose, industrial processes can be so standardized as to permit them to be named and defined in the form of more or less permanent specifications. Doubtless, the present situation is too chaotic. But even the War Department will probably have to admit, in the long run, that industry needs some fluidity, some chance for growth and change, some room for inventiveness.

The workers of the country, too, may want to have something to say about these things. Even if industrial processes can be standardized and closed to change, will workers be willing to fit themselves into the rigidities of an unchanging industry? Will the millions of human natures in the children of the community consent, unquestioningly, to accept a correlative standardization and agree never to be curious about anything again, never to invent anything, never to long for any new combination of interests?

CAN THE SCHOOLS BE COMPLETELY MECHANIZED?

And the schools; for all the development of their big machineries, can they be completely mechanized? Are the schools so profoundly convinced of the finality of their measurements of intelligence that they will accept the position of mediating a technically standard equipment of training for a standardized series of vocations to a standardized series of children? Public schools controlled by law might slowly gravitate to this position. But assuredly private schools would continually intervene to call in question their whole program. Of course, "Lusk laws" of a sort might put all such private schools out of business. But, in that day, society will have become so benumbed by its standardizations that there will be no hope of saving it, anyhow.

The Secretary of War sees some of the difficulties in the way of his program. In addressing the preliminary conference, in November, he showed a real understanding of and respect for public opinion in relation to some of these questions. He lamented the fact that while the War Department is responsible for national defence, "the physical, mental and moral education of our youth is reserved to the states and the people." He might have added that some of it is reserved to the complexities of human nature, and to those industrial processes which can never be hardened into final, standardized forms without destroying them, and industry with them.

The attitudes of the educators of America in these premises

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will be worth waiting for. The War Department has taken the lead in organizing an educational objective for the nation. No other interest has spoken so effectively. School people are discussing schooling and the mechanics of education. The War Department is talking about national programs of physical education, training for citizenship and "right attitudes" and the reorganization of technical training for industry. Of course, the citizenship it talks about has reference, mainly, to the "right attitudes" toward war; the new program of technical training would compel such a reorganization of both industry and education as would probably result in the complete standardization of both; and all of this would be accomplished in the name of the "national defence," though with but the most incidental reference to those lasting and positive spiritual hopes which alone make America worth defending.

Yet the War Department is merely attempting to fulfil its responsibilities under the law. Moreover, most of the items in this program are educationally justifiable; or they would be if they were being undertaken by educators instead of by the makers of war machines. Physical education, citizenship training, preparation for a work-career; all these are essential to a real educational program. But they ought not to be controlled or dominated by men who are primarily interested in the quick building of a great war machine!

The fact seems to be that America has no educational group that is sufficiently awake to the problems of the day to take the educational leadership of the country away from the War Department. Educators may retort that they could do this if they had a great national department through which to work. But such a reply would be an evasion of the issue. Educational leadership in a democracy must be a function of spiritual outlook, not of machineries. It must come of intelligence and vision, not of power. It must rise out of a courage able to defend the human spirit in an age of mechanisms. To postpone leadership until a new mechanism is at hand is to surrender before the battle.

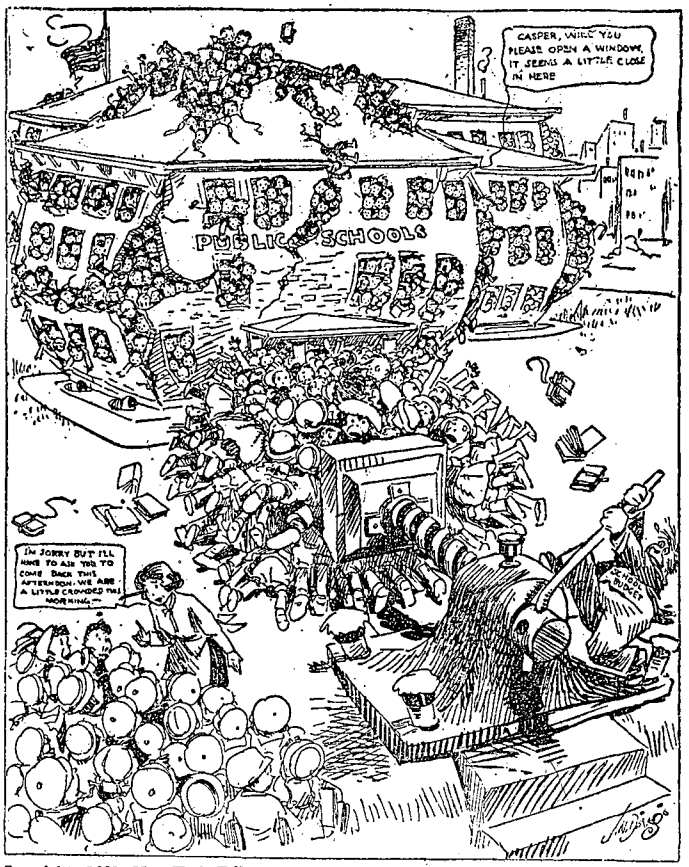
The greatest problem of American statesmanship, could we but know it, is this problem of education. The nation is confronted by competing destinies, today: Is the education of the future to be dominated by these mechanistic conceptions which necessarily control the department whose prime business is the building of war machines? Or shall our education escape into the control of those educational forces, if there be any such, which believe democracy to be primarily a spiritual and creative movement?

By the time the National Education Association gets its national department of education established, it may have nothing left to administer but the framework of a great school machine. The living spirit of the enterprise may have passed, permanently, into the keeping of others. It must be confessed, at any rate, that, just now, the War Department is the leading educational influence in the nation.

J. K. H.

Are Our Schools Worth It?

EDUCATIONAL AFFAIRS in the State of Pennsylvania are occupying a very considerable part of the time and energy of the whole state government. The "rising cost of education" is one of the most difficult problems of statesmanship. If the costs go up too rapidly, the people are likely to charge extravagance. If the costs fall off from established standards, the administration is likely to be charged with lack of interest in educational matters, or with "economy at the expense of the schools."


CASPER, WILL YOU PLEASE OPEN A WINDOW, IT SEEMS A LITTLE CLOSE IN HERE
PUBLIC SCHOOLS
I'M SORRY BUT I'LL HAVE TO ASK YOU TO COME BACK THIS AFTERNOON. WE ARE A LITTLE CROWDED THIS MORNING.

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The most expensive economy any community can indulge in

A Survey of the Fiscal Policies of the State of Pennsylvania in the Field of Education has been published by a Citizens' Committee, of which Professor Clyde L. King, of the University of Pennsylvania, was chairman. This survey covers the financial situation in all the schools of the state, including the normal schools and the state universities, and the work of the state department of education. It concludes with a study of the "relative needs" of these various educational interests. Professor Harlan Updegraff, of the University of Pennsylvania, wrote the report. It is a compact presentation of the school problem of the state in terms of finances.

All such studies help to emphasize the fact that the school problem is but a fraction of the whole educational problem of the modern community or state. As one reads a report like this on the financing of the schools a sense of the remoteness of the subject from the realities of education grows more and more definite. The school system of a state is a great material structure. It towers above the people. Its maintenance costs millions. The state is proud of it, as of anything big. But it seems curiously far away from the vital interests of childhood and from the actualities of community life. Schooling is academic, formal. Education is real. The rising cost of schooling may or may not be justifiable. It is justifiable if it means that we are getting a more complete education. It is unjustifiable if we are merely getting more schooling.

We shall probably find no solution for any of these problems until we learn how to think of them in terms of an inclusive educational program. Our thinking and our fiscal policies must escape from the schools into the life and interests and affairs of the whole community. For this work of freeing educational discussion from its academic bondages we are in need of a new type of educational statesmanship.

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Using Intelligence

THE story is told of a certain educational administrator that, when asked to investigate a difficult situation before making a rather critical decision, he replied: "But I am a teacher; and teachers are supposed to know about these things!" But even teachers are coming to believe in investigation and diagnosis ahead of prescription. How much this program is needed is illustrated by the work of the school psychiatrist of the Baltimore public schools in the past year.

There is little, if anything, that is distinctly new in the work in Baltimore. But the psychiatrist has been operating a single year, only; he came in upon a large school system, in which the materials for work like his had been accumulating for a long time; he applied the methods of modern psychiatric investigation to his problems; and he is able to show some very remarkable results. The first annual report of Dr. Charles B. Thompson, school psychiatrist of Baltimore, is a convincing document as to the uses of science in dealing with modern social and educational problems.

The work of this one year sums up as follows: Seven special classes for slow children have been opened within this school year; and ten special and ungraded classes have been reorganized to fit more closely the characters of the children in them as these facts have been revealed in the careful work of the psychiatrist. The habitual truants have been examined and plans suggested by means of which each of them can make good and so escape being sent to the parental school. The "incorrigibles" have been studied for the purpose of finding clues to their behavior in the many complications of circumstances that make up their environments. In all, twenty-one schools have been helped to apply scientific diagnoses to some of their behavior and study problems. And two hundred and eighty-four children have been helped to adjust their peculiar individualities more effectively to the school conditions.

The work has been so useful that enough children are now listed for examination to keep the psychiatrist busy, in the time he can devote to such work, for the next two years. Other problems confront the new department. Many ungraded classes remain to be examined; other slow classes must be formed; and all the children already placed in slow classes must be re-examined to determine whether the first diagnosis was correct. In all about 1,000 children are now awaiting examination or re-examination. In addition, many parents are asking to have their children specially examined for nervousness or other forms of instability.

ANY ONE who assumes that the schools attend to all the education of all the people will do well to read the annual report of the educational work of the International Young Women's Christian Association, which has been prepared for inclusion in the annual report of the Commissioner of Education. "It is not the purpose of the association to duplicate. It is its purpose to supply what is not being supplied, and to provide for people to whom existing supplies are for some reason not available." In about forty cities the association maintains organized schools. "Each of these has its own special kind of interest, the result of the special kind of community whose need it has tried to meet." The girls want secretarial courses; English; dramatics and public speaking; social usages; psychology; management of small shops, and other practical activities. Indianapolis discusses "industrial relations," "eugenics" and "evolution." Chicago has a "Charm School." Much of the work of the association is done in clubs of three types: industrial, business girls and the Girl Reserves. Pageantry and dramatics have a large place in the work of these clubs. Work is carried on among the foreign-born, through classes, clubs and "international institutes." Parallel work for colored girls is found in all cities where the association is located. Three items make up the program which the national board is specially emphasizing: namely, dynamic health education; citizenship and internationalism; and an intelligent Christianity as the best practical means of solving the complicated difficulties of present-day civilization. This program is intended to bring a "more abundant life" to individuals; to prepare for leadership in life and work; and to promote social "pioneering."

EDUCATORS of the world will meet in Berkeley, California, in July to consider World Peace through Education. The conference will last two weeks. The teaching of International Civics will be discussed, and a World Good Will Day for all schools will be advocated. Preliminary announcements of the conference propose the following objectives:

"To promote friendship, justice, and good will among the nations of the earth.

"To bring about a world-wide tolerance of the rights and privileges of all nations regardless of race or creed.

"To develop an appreciation of the value of the inherited gifts of nationality through centuries of development and progress.

"To secure more accurate and satisfying information and more adequate statements in the text books used in the schools of the various countries.

"To foster a national comradeship and a confidence which will produce a more sympathetic appreciation among nations.

"To inculcate into the minds and hearts of the rising generation those spiritual values necessary to carry forward the principles emphasized in the conference on limitation of armaments.

"In all the schools to emphasize the unity of mankind, the evils of war, and the necessity of universal peace."

A system of interchange of students and teachers among all nations will also be proposed and probably acted upon at this conference.

THE CIVIC DEVELOPMENT DEPARTMENT of the Chamber of Commerce of the United States, John Ihlder, manager, has issued a preliminary report of a survey of school buildings and equipment and of health and physical education in the schools. The survey covered 160 cities. This report shows an increasing number of cities interested in maintaining open-air schools; in providing milk for under-nourished children; in providing a hot lunch for all elementary school children. But less than 40 per cent of these cities provide for medical examination of children before they enter school; and only 40 per cent of them have anything like adequate playground facilities for the school children. Sixty-five per cent of these cities have school physicians; about 60 per cent have dental clinics; about 85 per cent have school nurses. Undesirable buildings are still being erected in many cities. Some are too impermanent to last long; some are far from fireproof; some are so faultily constructed as to make for impaired eye-sight, weak lungs and probably a general spread of disease. The most modern school systems now under construction include: Properly planned buildings, rightly located and surrounded by adequate open spaces; efficient health organization, including school physicians, dentists and nurses; thorough medical examination of all children before they are admitted to school; provision for nourishment, not only for malnourished, but for all elementary school children; outdoor classes and schools, and health instruction and supervised play.

A LEGISLATOR in an eastern state proposes a law providing for the use of intelligence and other tests to determine the sanity of a man who is about to make a will. The testator himself may ask a court to arrange for such a test and to make the results a matter of permanent record, thus avoiding later contests over the will.

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Back to the Tenements?

JUST as the long agitation for one-family houses and gardens for industrial workers, both in Europe and America, is beginning to bear fruit in garden suburbs, economic circumstances have tended to cripple the cheap and efficient rapid transit which is essential to their success. In America we have seen here and there an increase in the cost of transportation that has made suburban residence impracticable for families of modest means, or an increasing pressure on available suburban space by those of more ample income, so that land is available for inexpensive development only at a great distance from the city. For a variety of reasons the development of the common carriers which serve commuting groups has been seriously interrupted, so that the long journey to and from work has become an intolerable burden.

Particular attention has recently been given in this country to the planning of tenements which combine the profitable arrangement of renting space with the greatest possible garden area within the limits of a given plot. In the Metropolitan Life Insurance Company's housing development in the borough of Queens, New York (see the SURVEY, July 15, 1922, p. 527), the buildings cover but 50 per cent of the ground area. Andrew J. Thomas, who with D. Everett Waid designed these houses, has other plot plans, of a slightly more costly type, which by the skilful adjustment of building units leaves a still larger percentage of the total plot free for lawns, gardens and play-space.

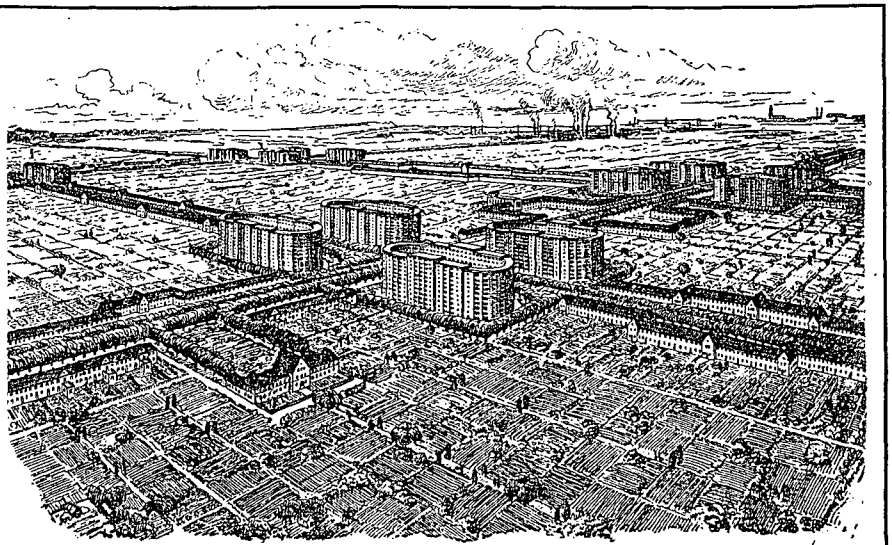
While such tenements are hardly comparable to the garden city, since there is no individual holding of a little piece of garden earth, they do bring within the reach of the industrial tenant a share in domesticated green space that would have seemed incredible to the older tenement builders. To that extent the future of housing developments in relatively congested areas near the workshops has become more hopeful.

The more fundamental adjustment of housing and traffic to industrial units which is provided by the satellite city, where most of the residents are employed within the neighborhood, is just beginning to make its appearance as a practical expedient in American regional planning. In England the idea of the satellite town is gradually supplanting the idea of the indefinite extension of cities through the addition of residential suburbs.

In Germany, where, owing to the interruption of building during and since the war, the actual housing program has remained far behind the trend of ideas, there is evident in the literature of the subject an increasing recognition of the fact that the mere encouragement of city expansion by extending lines of transportation will not be a satisfactory solution of the problem of congestion. Already people of small means who were encouraged to move out of the city by the promise of a nickel fare, are being forced by the present rate of fare either to sell their homes or to forego the opportunities of the nearby city.

As a result, there are many plans which endeavor to combine the ideal of a garden for every home with compactness of residence—whether in self-contained satellite communities or nearer the great cities. The accompanying illustration presents one such plan, by the well-known architect, Bruno Moehring, which combines enormous tenement buildings with a certain number of single-family houses and gardens for all. American architects will probably not consider these tall ovals of building blocks at all superior to the congested tenement blocks we now have; but they are certainly preferable to the typical tenement blocks of Berlin with their narrow courts and *Hinterhaeuser*. Almost two-thirds of the section are given over to individual gardens; 6 per cent to public open spaces; 10 per cent to streets.

Advocates of the garden city idea, for the most part, are entirely opposed to developments of this character and have effectively opposed the erection of skyscrapers for residential purposes in a number of cities. It is obvious that with all the economic and hygienic advantages of such buildings, the families on the upper floors will not be as much in the open air as are families that live in small houses; and experience has shown—one need only point to the almost total abandonment of war gardens near American cities—that small gardens not adjacent to the home are likely to languish.



CONCENTRATION WITHOUT CONGESTION: A GERMAN HOUSING PLAN

This sketch from the plan of Bruno Moehring shows a suburban development which is designed to afford room for large numbers of workers within practicable distance of their work, and is hence much more concentrated than the typical garden village. The large structures are elliptical tenements, standing at the intersection of parked highways. The low-lying buildings to the right are single family houses joined together; those to the left are public buildings fronting on an open green. The patchwork quilt is made up of allotment gardens for the use of tenants of the apartment houses.

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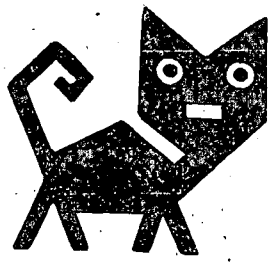
To the Wildwood and the Downs

APRIL is the season when those whose youth was wasted in the commonplace alternation of town and the "summer resort" sit on park benches and devour the country real estate advertisements in the Sunday papers, or take their unaccustomed feet to the chaperoned bypaths where the walking clubs—which multiply year by year—make a brave effort at outdoor adventure. But it is also the season when the lucky youngsters whose adolescent years have fallen upon pleasant places, whose hands and feet are guided into scouting and camp-firing and "creative recreation" of many sorts, are counting the days to "camp."



In Hartford, Connecticut, it is the season when plans are being touched up for the second season of the "day camp." The Girl Scouts of Hartford have their Camp Merritt, at Gales Ferry, where good scouts without silk stockings and with seven dollars a week can recreate to their hearts' content. But there are many who lack the seven dollars a week, or who must content themselves with a mere two weeks of thorough-going camp experience, and are eager to build around their brief vacation just as many outings as can be squeezed into the summer. For such girls the Girl Scout Council began last summer to hold a "day camp" once a week during July and August. Through the generosity of Mr. and Mrs. Thomas F. Garvan and the cooperation of the Hartford Park Department, a bit of country called Garvan Field, five miles out of town, was made available and equipped for the purpose. It has a small mill pond, two swimming pools, three row-boats, basketball and croquet equipment, a small portable house with a stove and simple cooking utensils, where lunches can be cooked and the scout who has to bring a baby sister can warm the milk just so.

A supervisor plans the day, teaches those who want teaching in swimming or the games, and guides the play and rest of all the group, which averages more than seventy-five girls. Two or three times a day everybody takes to the water: fishing is very popular, though no fish were caught last year, and many of the girls had never seen a rod and one had never heard of bait. Baseball, basketball and volley ball occupy the game hour. One quiet hour was given to playing in a field of new-mown hay. There are nature walks and scout talks, and many girls have the first boat ride of their lives on the little pond.

When the supervisor set down her reflections at the end of the year, she was convinced that the girls wanted supervised recreation, but not formal classes; that unconventional dress and bare feet meant more than any other privilege of the day; that there was more general friendliness at the end of the season than at the beginning; and that there was a great difference in helpfulness and handiness between the scouts of several years' standing and the new recruits.

The whole enterprise cost the scout council, last year, just $120; and that included carfare for some of the scouts who would have found the twenty-cent trip impossible on their own resources. This year a little more money will be spent in new equipment and there will be an assistant supervisor. The Boy Scouts of Hartford are going to be the guests of Mr. and Mrs. Garvan this summer as well as the Girl Scouts, each having a special day, and other organizations may take advantage of the field in a similar way.

Among the 200,000 Boy Scouts who will go camping this summer there will be special interest in the out-of-camp hikes which are playing an increasing part in the season's play program. As a result of careful training in camp technique in the established camps, radiating trails into the wilderness will be peopled by small parties of boys who are able to qualify for lone trail camping. Patrols of eight, or troop groups including several patrols, will make up these exploring parties. They will carry equipment and provisions for a night or two, and will clear out old woods roads, prospectors' trails, and such scout paths as the White Bar Trail which makes the circuit of many camps in Palisades Interstate Park. Out in Seattle an outlying trail is used as a training and demonstration device, and feats of scoutcraft will be performed at each of its elbows.

Closer to the main camps, there will be this summer an attempt to add romance to the woodpile. Instead of being merely an assemblage of chopping block, knotty wood, and back-aches, it will be systematically transformed into an outdoor workshop where splitting firewood will be only part of a thriving industry which produces totem poles, axe handles, scout staves, coat hangers, wooden shovels, fire tongs and other implements, not

The agile frog is here transformed into a symbolic decoration which, in Camp Fire Girl usage, relates to achievement in swimming. The pine tree campers are borrowed from a report of Girl Scouts, Inc.

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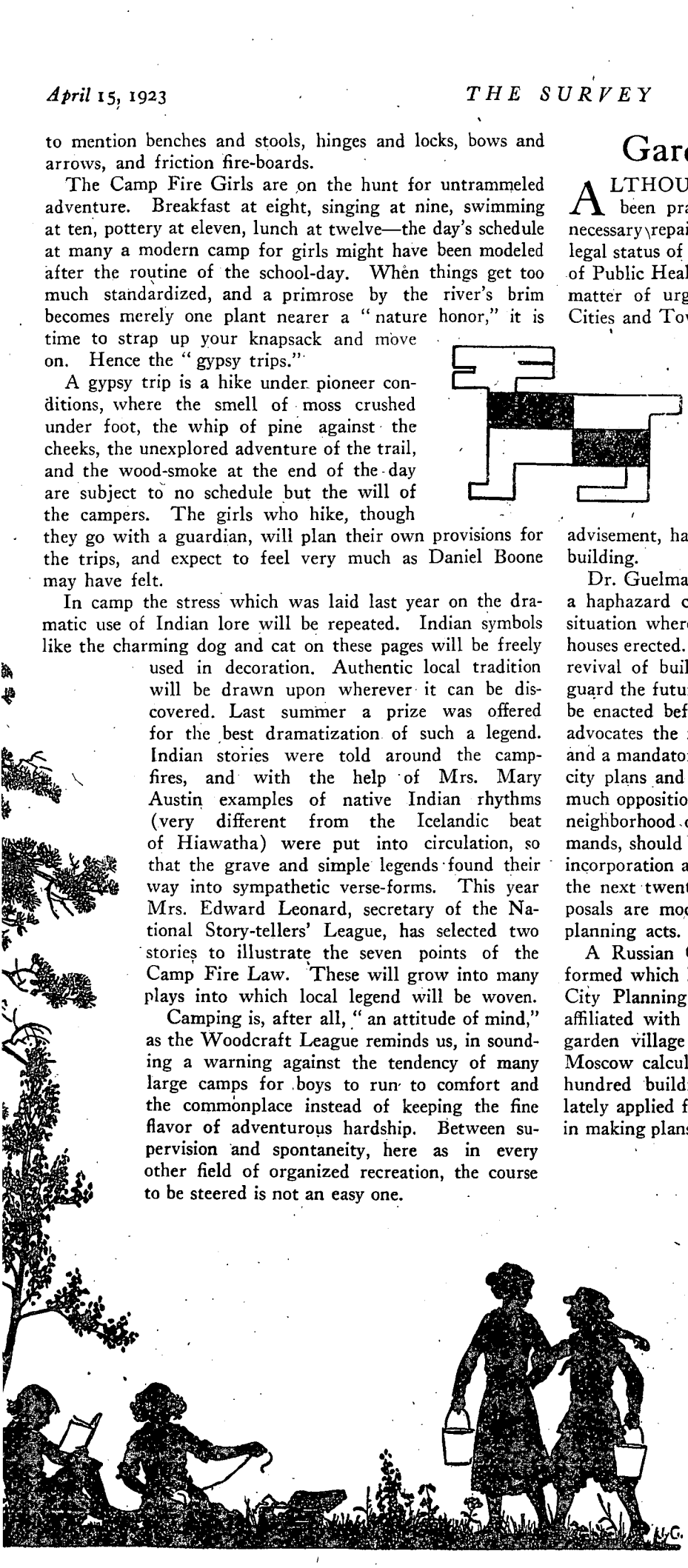
to mention benches and stools, hinges and locks, bows and arrows, and friction fire-boards.

The Camp Fire Girls are on the hunt for untrammeled adventure. Breakfast at eight, singing at nine, swimming at ten, pottery at eleven, lunch at twelve—the day's schedule at many a modern camp for girls might have been modeled after the routine of the school-day. When things get too much standardized, and a primrose by the river's brim becomes merely one plant nearer a "nature honor," it is time to strap up your knapsack and move on. Hence the "gypsy trips."

A gypsy trip is a hike under pioneer conditions, where the smell of moss crushed under foot, the whip of pine against the cheeks, the unexplored adventure of the trail, and the wood-smoke at the end of the day are subject to no schedule but the will of the campers. The girls who hike, though they go with a guardian, will plan their own provisions for the trips, and expect to feel very much as Daniel Boone may have felt.

In camp the stress which was laid last year on the dramatic use of Indian lore will be repeated. Indian symbols like the charming dog and cat on these pages will be freely used in decoration. Authentic local tradition will be drawn upon wherever it can be discovered. Last summer a prize was offered for the best dramatization of such a legend. Indian stories were told around the campfires, and with the help of Mrs. Mary Austin examples of native Indian rhythms (very different from the Icelandic beat of Hiawatha) were put into circulation, so that the grave and simple legends found their way into sympathetic verse-forms. This year Mrs. Edward Leonard, secretary of the National Story-tellers' League, has selected two stories to illustrate the seven points of the Camp Fire Law. These will grow into many plays into which local legend will be woven.

Camping is, after all, "an attitude of mind," as the Woodcraft League reminds us, in sounding a warning against the tendency of many large camps for boys to run to comfort and the commonplace instead of keeping the fine flavor of adventurous hardship. Between supervision and spontaneity, here as in every other field of organized recreation, the course to be steered is not an easy one.



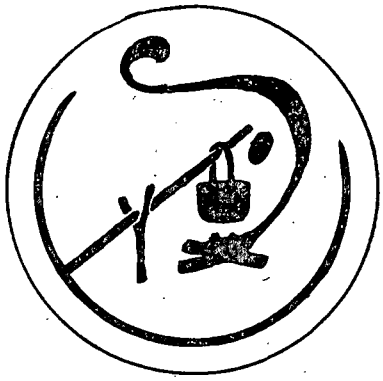
Garden Cities for Russia

ALTHOUGH in the larger cities of Russia there has been practically no building in eight years and even necessary repairs have not been made since 1918 because the legal status of house owners was uncertain, the Commissariat of Public Health considers the regulation of home building a matter of urgent need. In a recent number of Garden Cities and Town Planning, Dr. J. Guelman, the head of its housing and sanitary sub-section, discusses the situation in a very practical fashion.

In accordance with the new economic policy, the government issued a decree last year granting a forty-nine years' lease for building lots and completion of buildings where the new construction constitutes not less than 30 per cent of the whole. There are also other stipulations, decreed or under advisement, having for their aim to encourage and facilitate building.

Dr. Guelman is particularly concerned over the danger of a haphazard city development with private enterprise in a situation where the local authorities are anxious to see new houses erected. He believes that shortly there will be a great revival of building and that stringent regulations to safeguard the future development and appearance of cities should be enacted beforehand. As a first step in this direction he advocates the increase of building land owned by the cities and a mandatory law requiring of all cities the preparation of city plans and zoning regulations. As regards the former, much opposition on the part of the rural communities in the neighborhood of cities must be overcome if these, as he demands, should have land enough under their control, both by incorporation and by purchase, to suffice for city extension in the next twenty-five years. As regards the latter, his proposals are modeled on English procedure under the town planning acts.

A Russian Garden Cities Association has recently been formed which has adopted the program of the International City Planning Association and desires to become speedily affiliated with it. Its first project is the construction of a garden village for industrial workers on the outskirts of Moscow calculated to house five thousand in three or four hundred buildings. Several Siberian cities likewise have lately applied for assistance to the international organization in making plans for new developments on garden city lines.



The steaming pot is a Camp Fire Girl device to signify an honorable proficiency in camp cookery. The amiable animals surrounded by text are a Camp Fire cat and dog of traditional American Indian design

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Uncle Sam, Marketman

When Senator Sorghum's housekeeper buys a mess of peas at the best stall in the old Center Market, at Seventh Street and Pennsylvania Avenue, in Washington, just as the housekeepers of dead and gone senators have done for fifty years, the United States of America, for the first time, takes notice. Not because Senator Sorghum's palate is more a matter of public concern than those of his predecessors—but because the government now runs the market and is using it as a laboratory for the analysis of retail marketing problems. Miss Sherman, the market technologist of the Department of Agriculture, tells the story.

A YEAR ago the government took over the historic Center Market, the oldest and largest public market in Washington, with a history dating back to 1802, and is now running it. In its early years this market was known as the "Marsh Market" because of the character of its site. It was so unsightly and unsanitary that it became the object of much criticism. Finally Congress took hold of it, as it was on government land, and in 1870 passed a law creating the Washington Market Company and giving it a long lease subject to termination after thirty years.

The market now covers approximately two city blocks or nearly two and one-half acres. The 664 stalls inside the main market, which was built in 1870, are rented to approximately two hundred dealers. Some of these stands have been held by the same families for fifty years. In addition to these inside stalls, there are thirty-four spaces under awnings, one hundred spaces for farmers' tables on side walls, and two hundred wagon spaces for farmers. On busy market days these open spaces, filled with wagons from small farms, many of them owned by Negroes, are as picturesque as anything in the capital.

The new superintendent, C. W. Kitchen, who was appointed under the general jurisdiction of the Secretary of Agriculture, is operating the market with three chief ends in view: To make it a vital part in the food-distributing system of the city; to provide a laboratory for retail market studies; and to make it a paying business proposition.

From the beginning the new superintendent has believed that he could run the market satisfactorily, make it pay for many needed improvements, and still return a fair interest to the United States Treasury on its investment. He has been able to do this during his first year. On an initial cost to the government of $960,250, the property has earned during the first year's operation about $60,000 in excess of expenditures. Approximately $20,000 has been spent this first year in improvements, alterations and additional equipment.

The first improvements related to sanitation and personal conduct in the market. New regulations were put in force which were very explicit on these points, and at a mass meeting of the dealers they were heartily endorsed.

Specially designed sanitary market stalls, embodying many original features, have been provided for fish, poultry, bakery products, fruits and vegetables. They range in cost from $1,200 to $650, and specifications are available to other public or to private markets. The new stands, few in number as yet, replace the oldest and most undesirable stands in the market. They rent at an increase of 20 per cent over old rates, so they will pay for themselves within four or five years.

The new regulations prohibit rigidly the sale or offering for sale, display, storing or keeping of any meat or meat product in Center Market which is unsound or in any way unfit for food. An experienced inspector has been employed by the market to devote all his time to it. So far as known this is the only meat inspector employed exclusively by a retail market in the country. All meat blocks, saws and other market tools and equipment are cleaned thoroughly at the close of each business day. The inspector is empowered to tag any such piece of equipment that he finds in unsatisfactory condition, "U. S. Insanitary." The tool cannot be put back in use until it has been cleaned, and the tag can be removed only by the inspector or the superintendent of the market.

Regulations forbid standholders to arrange any article in such a way as to deceive the public as to the real nature of the article. The superintendent is authorized to require any standholder to refund the purchase price of any article to a customer whenever it appears that the seller has misled or deceived the customer, if the complaint is made on the day of the transaction. Enforcement of these regulations prompted an old patron of the market to write recently that he had never known the market to be as efficiently operated as at present.

Possible profiteering receives drastic attention in the law that placed Center Market under government control. The regulation says in part:

> If at any time the Secretary of Agriculture is satisfied that any lessee or the holder of any privilege in Center Market is guilty of overcharging, extortion, profiteering, or making any unconscionable bargain or sale, he may without recourse to any judicial tribunal cause such person forthwith and summarily to be ejected therefrom, together with his goods and wares . . . and forever afterward deny him the privilege of trading or being employed in Center Market in any capacity whatsoever.

Under this provision the superintendent of the market requires financial statements from all standholders. These statements of receipts and costs are being analyzed by the cost-of-marketing specialists of the Department of Agriculture. These statements are individually confidential, but when analyzed the general facts resulting from the analysis will be public. This analysis contributes valuable data to federal cost-of-marketing studies as they relate to retailing, which is admitted to be the most expensive step in marketing, where the spread between farmer and consumer prices grows widest.

The statements serve a second purpose in that they will indicate to a certain extent what effect, if any, government administration has on individual and collective profits. Some dealers recently complained that business in the market was not as good as it should be. The superintendent pointed out that the automobiles of the dealers, and of others employed in the market, parked all day in most of the desirable parking space around the market, might have some effect on sales. Accordingly, an ordinance was secured restricting parking in the immediate vicinity of the market to one hour. Then he brought the dealers together in a cooperative advertising experiment through which the market as a whole will be advertised by means of a one-fourth educational page to appear twice each week for three months in the four chief newspapers of the city. The financial statements and other reports show that gross sales in 1922 exceeded nine million dollars.

Center Market affords a unique means of studying at first hand and under controlled conditions problems and costs incident to the operation of a large public market. It provides an opportunity to demonstrate under business conditions the advantages of improved equipment. It shows

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what can be done in the way of rejuvenating old markets in sanitary matters. Its regulations suggest methods of preventing unfair practices. It would seem at this date to demonstrate that the government can manage a public utility successfully.

CAROLINE B. SHERMAN

Erie Puts Out the Red Lights

ERIE, PENNSYLVANIA, has made an aggressive attack on its own unsavory reputation. A port and industrial center, with some 95,000 inhabitants, with a large floating population of single men, and an almost feudal social and economic structure, it has permitted a larger number of houses of prostitution to operate within its limits than any investigator has found in any other city in the United States during the past three years.

Sixteen citizens were named in 1919 by the War Department Commission on Training Camp Activities as a committee to deal with this problem. Under the energetic leadership of its chairman, R. P. Wright, secretary and treasurer of the Reed Manufacturing Committee, this Committee of Sixteen hammered away for more than two years, using all the standard measures to cope with prostitution and venereal disease. But the disorderly houses remained open, and the man in the street began to discount the committee's efforts. "You can't close them up," he said. There was danger that through general lethargy the effort to clean the city up would peter out.

Whereupon the committee decided on a policy of drastic publicity. Its secretary, Charles E. Miner, formerly executive assistant on the staff of the United States Interdepartmental Social Hygiene Boards, tells the story.

In September, 1922, a complete report of conditions in Erie was made by a competent investigator. Without major deletions, such parts of his report as described the operation of thirty-three of the houses, and recorded the conversation which had taken place in them, was mimeographed and prepared for distribution.

A list of community leaders was made up from the officers and directors of philanthropic, business and fraternal organizations, every one of which had put itself on record more than two years earlier as protesting against the operation of these disorderly houses. Copies of the report in envelopes marked *Personal. To be opened only by the person to whom addressed* were delivered by messenger to approximately five hundred of these leading citizens, both men and women. An accompanying letter recalled the fact that the organization with which the recipient was affiliated had taken action, reported that conditions had not improved, and urged fresh pressure on the mayor. At the same time a list of the houses included in the report, with the names of the owners, was released to the newspapers, with a renewed warning against the menace to public health and the homes of Erie presented by the existing situation.

There was some criticism of the committee for placing the report in the hands of so many people; six written complaints were received. But a great storm of protest burst on the heads of the responsible officials. For ten days the report was the talk of the entire city. The inmates of the houses began to leave town. Orders were issued for the closing of the segregated district. A vice squad was established and did effective work. Mr. Miner reports that an investigation late in February showed only three disorderly houses still operating, very furtively, with a total of five Negro inmates. Unfortunately the machinery for apprehending and quarantining the women in the other houses did not function rapidly enough to prevent the exodus of many to other communities, though about sixty were detained and quarantined.

"The important development, aside from the closing of the houses," Mr. Miner writes, "is that it is no longer the popular thing on the street to say that a house of prostitution is a necessary evil and 'nothing can be done about it.'

"Erie today has almost no houses of prostitution and very little street-walking. There has been practically no scattering of houses of prostitution to points outside the old segregated district, and while it is true that the moral standards of those who in the past inhabited or patronized the segregated district have not been materially improved, the opportunities they find have been tremendously reduced."

A BY-PRODUCT of American service in the devastated regions of France was the addition of more than sixty little settlements, indigenous outgrowths of American war-work projects, to the relatively small number of social settlements already established in Paris and elsewhere. There was formed last year a National Federation of Settlements which is now seeking to conserve and strengthen the movement throughout France. Its by-laws provide for the inclusion of organizations which work in a permanent building which serves as a center for the families in the neighborhood, whose activities are carried on without religious, political or social bias, "in a spirit of national union, with a purpose which is both educational and recreational," and which "seek to fortify family life and to this end create activities for all members of the family." Ellen W. Coolidge, who forecast this organization in the SURVEY for August 15, 1922 (p. 635), is continuing to serve in Paris as European representative of our own National Federation of Settlements.

PROHIBITION has added still another function to that singularly American hybrid, the drug store, according to facts brought forward by the New York State Pharmaceutical Association, which is actively sponsoring a bill to limit the ownership of drug stores to registered pharmacists. During the four years before the enactment of the Eighteenth Amendment, the number of pharmacies in New York state decreased by 125; in the next three years, when alcohol of any sort was to be had only at a premium, 700 new drug stores were opened. The association declares that two-thirds of the druggists who have been cited to appear before the state prohibition director for violations of the liquor law have gone into business in these last three years. Under the proposed law the State Board of Pharmacy could put a persistent violator out of business simply by revoking his license; now it can impose only a fine of fifty dollars.

FOR some working girls the hall bedroom has lost its terrors through the opening of the new Club House of the Women's Trade Union League of New York, at 247 Lexington Avenue, said to be the first club house in the country exclusively for the use of working women. Offices and classrooms provide for the more serious business of the league, while club rooms where trade unionists and the wives of trade unionists may meet and entertain their friends unite to make the building a real trade-union center for women. A cafeteria on the ground floor, operated by the league for its members and for the public, not only supports itself but turns in its contribution toward the organization and educational work of the league.

IN INDIANAPOLIS the Star publishes daily a column of questions and answers about social work, through which the Community Chest puts individual inquirers and the public in touch with the social resources of the city.

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No Wonder Frank Needed Shoes!

"THERE is a family of children who go to P. S. 932," the truant officer said over the telephone. "They are constantly playing truant, and they seem awfully poor—they haven't any shoes—feet literally on the ground. Won't you look them up and give them shoes so that they can go to school? The oldest boy is not working now, which makes it bad."

The secretary of the Family Welfare League said that she would. Shoes were procured for Mary and Billy in this case, but a week later the secretary and the truant officer were holding a conference about other things which seemed to enter curiously into this question of shoe leather. It was learned that the father of Mary and Billy, Mr. Caruso (we will call him that because he was a musician), died of paresis when Frank, the oldest boy, was still in school. Frank had spent three terms in 1A and repeated several other terms, being kept in the grades until he left school at sixteen. He was always about four years behind boys of his age; in fact, at fifteen years his mental age was that of a boy of eleven. When his father died there was a good deal of insurance, which, with sewing done by the mother, kept the family's head above water for a while. As the money decreased, the mother looked to the oldest boy's wage-earning capacity to help the budget. The trouble began the first summer that Frank tried to get work. He couldn't keep a job.

The secretary reviewed for the truant officer the five years of Frank's work history. He got his working papers in September, 1918, because his grade teacher kindly tutored him, and began as an errand boy at $17 a week—the high wages of the war period, when men were still in the army and boys took their places. Even so, Frank lost his job in two months. Then came a four-year merry-go-round of jobs:

1918-1919

November-December	—$9 a week as errand boy.
January-February	—Out of work.
March	—Ran away from home.
April	—?
May	—Telegraph office.
June	—Delivered bills.
July	—Candy factory—two weeks.
July	—Errand boy—two weeks.
August, 1919 to February, 1920	—Music store.

1920-1921

March	—Out of work.
April	—Elevator boy.
May	—Out of work.
June-July	—Gas company.
August	—Elevator boy.
September-October	—Odd jobs.
November	—Out of work.
December	—Department store.

1921-1922

January	—Out of work.
February	—Department store above.
March-April-May	—Out of work.
June	—Machine shop.
July	—Out of work.
August-September	—Another department store—two weeks.
October	—Candy store. At this point Frank became a dandy in his clothes, even rouging his lips.
November-December	—Out of work.

1922

January	—Out of work.
February	—Another department store.
March	—?
April	—A shoe store.
May	—?
June-July	—Another department store.
August	—Candy factory. At this point Frank had a serious affair with a girl, but his mother succeeded in stopping the marriage. He was too much excited to do any work during this period but towards the last of October he got another job—in an elevator.

"You see," said the secretary to the truant officer, "it's no wonder Frank needed shoes going from job to job like that."

Here was a boy, the natural support of a widowed mother, who had been in school for ten years and yet had never learned to use his hands, or the special ability he possessed. Like all his family, Frank had a natural taste for music, and it is interesting that the job he held longest—from August till February—was in a music store. But in all his schooling he was never studied as a personality, nor as that especially significant education problem, an intellectually limited personality. Frank entered industry with truancy, irregularity, and maladjustment generally as his educational capital.*

In accordance with a philosophy worthy of the middle ages such families are still being referred to the family agencies for "relief." Yet thoughtful people everywhere realize that relief can seldom be given so as to react to the permanent benefit of these mentally defective individuals. Frank's young brother and sister are traveling the same road Frank traveled. Jack, with an intelligent quotient of 66, good with his hands, poor with his head, untrained, energetic, unstable and also with truancy habits well established, leaves grade school this year "to help his mother." It is not time to ask who is going to pay for Jack's shoe leather as he tramps from job to job.

Family agencies are constantly called upon, by giving shoes, to alleviate conditions that often do not permit of alleviation; to spend their funds and energy locking the door, long after the horse has been stolen. The Charity Organization Society of New York has during the last year, under a representative committee, been making a survey and evaluation of the social problems of the mental defectives found among the families in its care. The accompanying table will show what proportion of feeble-minded children in the average case load of the society get special training in

* This family is one now under the care of the Charity Organization Society of New York City. Enough identifying data have been changed to make it unrecognizable, but the work history is exact. The two histories cited later are from the same source.

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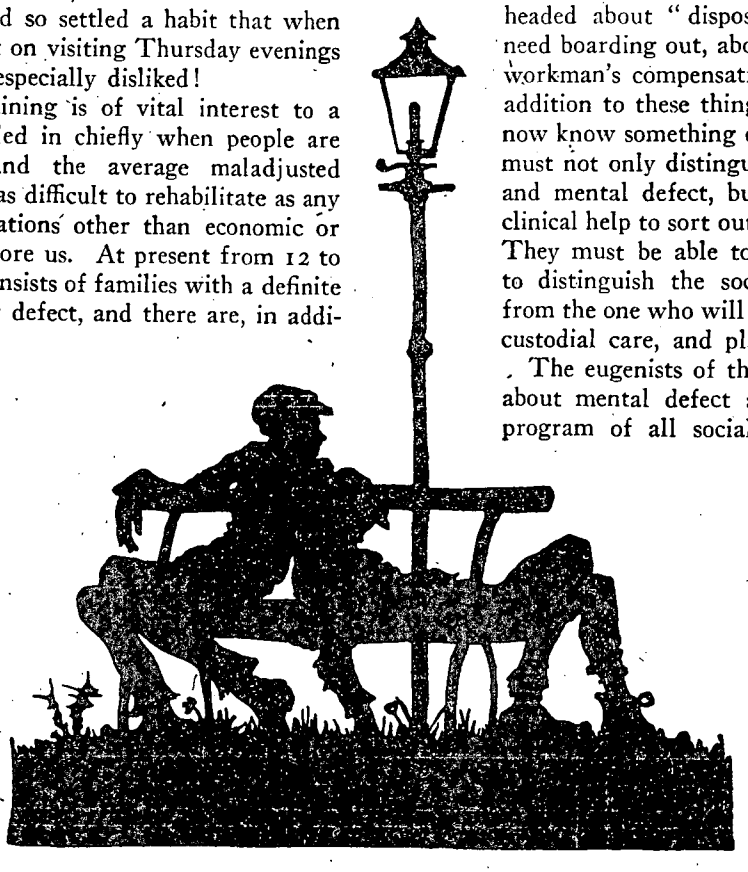
their handicapped battle with life. Perhaps one may consider the fact that sixty children are getting "special" training encouraging, but some of the special training is training only by courtesy; the time which the children spend in ungraded classes may be very short, and real vocational training even in special classes is available in only a small percentage of cases. Devoted workers in the educational field are bending every effort to improve the educational opportunities for children who have intellectual and often correlated emotional disabilities. Ungraded and special classes are being developed year by year and some day there may be early training in the trades as well as in the manual arts.

While the whole question of what kind of training is necessary and in what environment it should be given is yet to be answered in detail, it is clear that the best available specialized training is required if the feeble-minded and border-line defective is to be paroled into the community to take part in colony or family life. We cannot say that the institutionally trained defectives *will* adjust in the community, but we are all agreed that permanent segregation for all types of mental defectives is impracticable, and we do know that the chances of adjustment are favored by good training, a decent environment and supervision.

Fortunately, man is a creature capable of forming habits and it is just as hard to unteach mental defectives as to teach them. Humor touches mildly some of these habit adjustments known to our staff, as when we think of John O'Connor, who has progressed nicely since he left Syracuse State School in 1913. He has worked seven consecutive years in a laundry, earning $17.50 a week, being kept on in slack times when other less regular men were fired. He is extremely methodical, thanks to his institutional training, arranging his time like clock work. He goes, though without much result we fear, to night school three times a week, to his married sister's on Thursday nights, to the movies on Fridays, to the park or zoo on Saturday afternoons, and to church on Sundays. This program is indeed so settled a habit that when his favorite sister died he kept on visiting Thursday evenings the brother-in-law whom he especially disliked!

While the question of training is of vital interest to a family agency, which is called in chiefly when people are economically maladjusted—and the average maladjusted feeble-minded family is about as difficult to rehabilitate as any that can be found—considerations other than economic or educational are constantly before us. At present from 12 to 15 per cent of our case load consists of families with a definite diagnosis of mental disease or defect, and there are, in addition, many mentally twisted persons or mentally deficient persons whom one cannot persuade to go to a clinic. Our defectives are handicapped, not only by their intellectual limitations, but by pathological and social deterioration. Any hundred mentally defective families, as a graph from our survey illustrates, will present more tuberculosis, venereal disease, cardiac troubles, paralysis, alcoholism, illegitimacy, and immorality, than is common in an unselected hundred families under our care. It is not surprising that our feeble-minded families, burdened with this disproportionate amount of disease and misery, have a bad time of it.



Another boy, who, like John O'Connor, was taught at Syracuse State School, illustrates how other social factors may offset the advantage of training. Charles' father has been in an insane asylum. His mother, a bad home-maker, is very dull. An older brother is an imbecile with tuberculosis. An older sister was a short while in an institution for the feeble-minded. Another brother is tongue-tied and two other children are choreic and dull. Excitable and unstable, it is not surprising that Charles finds little in his home life to help him be a good workman and citizen and that he does not adjust well to industry.

Our friends, the clinical psychologists, are being helpful in determining the degree or approximate degree of feeble-mindedness, but "mental testing" is a dangerous art in the hands of the inexperienced, and the fact that Charles' I. Q. is 66 means very little without full knowledge of all the factors, mental, physical, pathological, emotional, and environmental, which makes Charles what he is. Some of the feeble-minded girls known to our society are promiscuous, but they are not the mothers of illegitimate babies because their I. Q. is below 75, but because their whole personality is abnormal, their equipment is uneven and their environment is unfavorable. Poverty, disease, ignorance, over-crowding and neglect have been with them the rule rather than the exception.

Family agencies have long been specialists in environment and are entitled to speak with some authority on this point; and year by year their workers are learning more of the technique of many other sorts of evaluation. They must understand the commoner symptoms of pathology; they must suspect venereal disease on certain evidence and whooping cough on other evidence, and be ready with medical resources; they must be "up" on budgets and dietetics, clear-headed about "dispossess," about children who need boarding out, about widow's pensions, about workman's compensation, and much besides. In addition to these things, good case workers must now know something of mental symptoms. They must not only distinguish between mental disease and mental defect, but they must be able with clinical help to sort out the kinds of mental defect. They must be able to help the mental specialist to distinguish the socially improvable defective from the one who will probably all his life require custodial care, and plan differently for each.

The eugenists of the last decade had their say about mental defect and greatly influenced the program of all social agencies. Davenport in Heredity in Relation to Eugenics said in 1911: "But such (i. e., the feeble-minded) as show a protoplasmic defect should be kept in the institution, the sexes separated, until the reproductive period is past." Most agencies shared this philosophy of the custodial period then, just as most agencies now are working on flexible programs

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which include more beds for the custodial type, more training for the unstable type, a far-reaching, sensible program for parole and supervision of community types. The social case worker, perhaps more than some others, will be quick to insist on a decent environment in which to try to adjust the mental defective. He knows what it means to supervise a feeble-minded child if the father is alcoholic and the mother insane, if the father has deserted and the mother is defective.

The research study which the Charity Organization Society made two years ago on the social aspects of venereal diseases enabled the society not only to improve its own approach by early recognition of the problem and wise use of resources, but also to help formulate a community program for better clinical and hospital facilities. The same sort of intensive study is now being given to the social aspects of feeble-mindedness with the hope that where isolated and individual therapy breaks down, wider knowledge and more thoughtful interpretation may ultimately prevail. Case workers throughout the country have great storehouses of information in their records which should shed light on some of the major family "complexes"—to borrow an overworked term—stores which, under the pressure of daily rounds and practical burdens, have scarcely been touched.

The great hope of the present and for the future is that men can and do observe the behavior of men more closely than they have ever collectively done in the past. They are willing today to examine the foundations of society freshly and to interpret them clearly. With their own minds at stretch they will not carelessly say that "America is feeble-minded," or that "morons should be bred for the unskilled work of the world," but will understand something of the real social meaning of personality in relation to work, to family and community life—to the progress of civilization.

GORDON HAMILTON

Training Given to 134 Feeble-Minded School Children under the Care of the New York Charity Organization Society

Special Training

Ungraded Classes	29
Institutions	18
Truant Schools	8
Vocational Schools	5

Non-Special Training

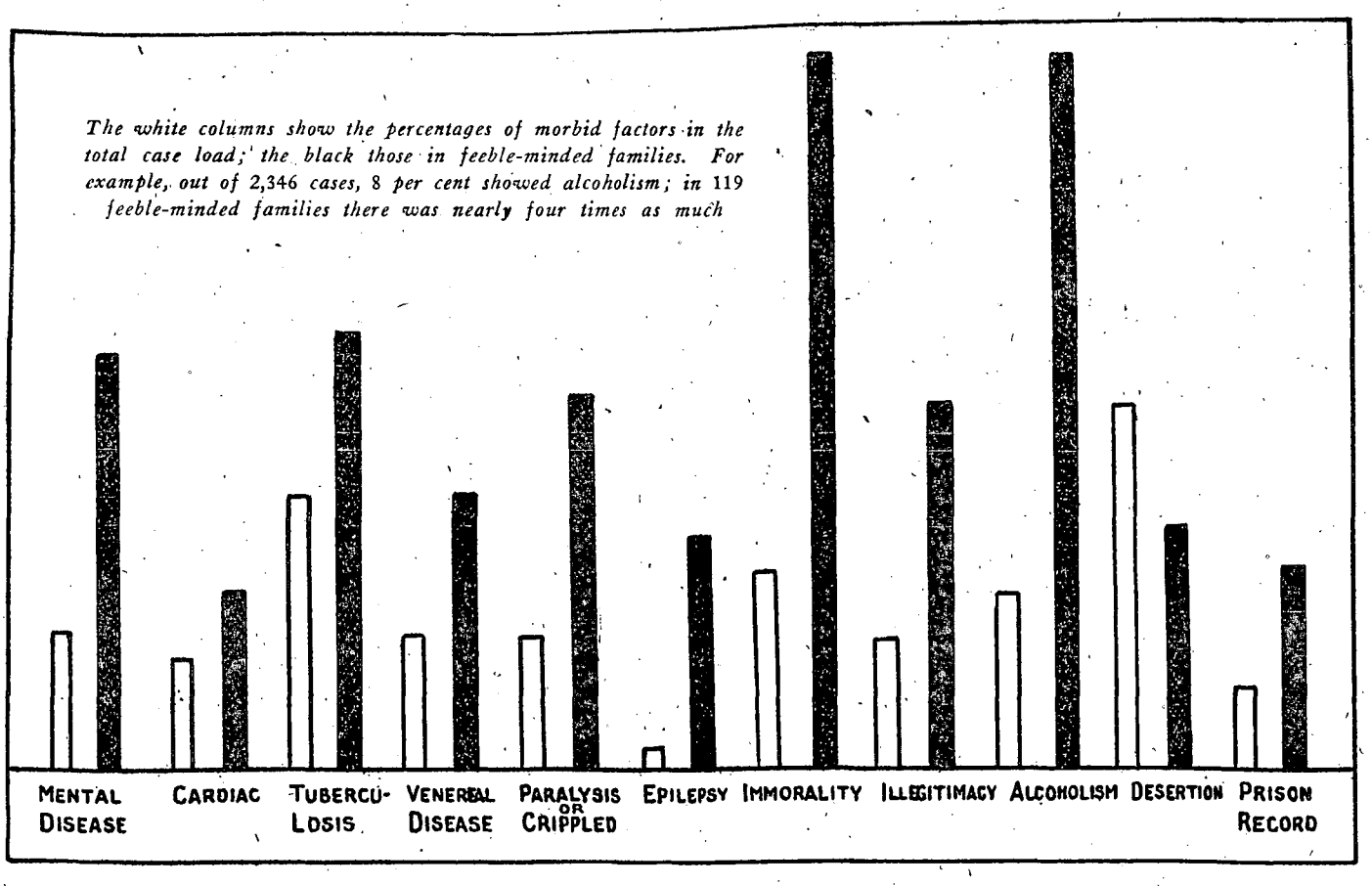
Public School Grades	44
Parochial Schools	23
Excluded	7

(Excluded cases are not considered teachable)

Digging into Delinquency

EVERY child who is brought into a juvenile court on a delinquency charge has, prior to that time, had social contacts of various kinds with many individuals and often with many social agencies. Somewhere along the line people must have been appraising him before he came to the attention of the court, not scientifically of course, but in the way in which we all estimate our fellows. Up until this time he has lived with his own family or a foster family or in an institution. He presumably has gone to school and perhaps to church. He has played and fought with the children in his neighborhood. Then some day he oversteps the bounds of juvenile propriety set by adult society and thus secures an entrée to the juvenile court.

The court has put upon it one of the gravest responsibilities that any social institution ever assumes, for the ultimate fate of a human soul depends largely upon the way in which the court meets the problem. It should at once begin to accumulate the outstanding facts of the child's previous experience


The white columns show the percentages of morbid factors in the total case load; the black those in feeble-minded families. For example, out of 2,346 cases, 8 per cent showed alcoholism; in 119 feeble-minded families there was nearly four times as much
MENTAL DISEASE
CARDIAC
TUBERCULOSIS
VENEREAL DISEASE
PARALYSIS OR CRIPPLED
EPILEPSY
IMMORALITY
ILLEGITIMACY
ALCOHOLISM
DESERTION
PRISON RECORD

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and study the child himself to determine his physical and mental characteristics and his social reactions.

One can think of scores of plausible excuses for not securing all the data available. The court in the rural community with one probation officer and the one in the city with thirty officers can offer many alibis which are similar. The rural court can very properly point to the lack of clinics and laboratories which the city court has at its disposal and to the total absence of other social agencies. The city court can cite the multiplicity of cases with which it is swamped and the difficulty of securing information in a highly complex community.

However, it is possible in any community to secure at least the outstanding facts which have resulted in the child's appearance in court. The interpretation of these facts and the treatment prescribed upon the basis of such interpretation is the test of the service rendered by the court.

Sometimes it seems as if we begin our diagnosis with the assumption that the child is always wrong. Recently we visited a county in which the judge is an honest, sincere man, much interested in juvenile court work, and anxious to do the best he can for the children who come under his jurisdiction. A boy of foreign parentage had been reported several times for making trouble in school. Finally, without a visit to the school by a person unbiased either toward the child or the teacher, the boy was brought into court by the marshal and man probation officer. Without any preliminary questioning by the court the boy was taken to the room in the jail reserved for juveniles. When the judge was questioned as to what the boy had done, he replied that the main thing was he would not study. The judge thought a few days in the jail—the only available place for detention—might cure him of this bad habit.

Even without mental or social specialists these facts could have been secured:

Data about family traits such as obvious feeble-mindedness, insanity, and institutional history.

Facts about the family life, such as the size of the family, its income, and discipline in the home.

Facts regarding the school situation, the attitude of other children toward the boy, the attitude of the children toward the teacher, the teacher's attitude toward the boy, her experience and judgment, her originality and initiative in dealing with difficult situations, how many years the boy is retarded in school, whether he has attended school regularly.

The physical condition of the boy, with a history of accidents and illnesses, his likes and dislikes, his attitude toward the other members of the family, how he spends his leisure time.

In checking over the commitments and histories of fifty girls to the Girls' Industrial School, we find records like those in the accompanying box. There is no question but that most of our correctional institutions have at least a few children who would never have been sent there if all the facts had been secured in the first place and if we could believe that there is other treatment possible even for the child who really is delinquent.

We in America are so prone to discover panaceas. When juvenile courts were created we decided, in the glow of optimism following this achievement, that hereafter all our problems incident to the disposition of bad children had been solved. Probation was the shibboleth. Then with the development of case work it was felt that a fairy wand had been discovered which would result in putting every family on its own resources and make it responsible for changing its bad children into good boys and girls, provided always that the family followed the directions of the case worker in a conscientious fashion. Then the medical people demanded to be heard. The thing that was filling our courts was the poison of the diseased tonsil and the flamboyant adenoid. Separate the child from these fiends and, presto! he would become like unto an angel of light. Following this came the discovery that our mentality could be definitely measured and this was hailed as the cure par excellence. All that was necessary was to secure an intelligence quotient and society could be moved around like checkers on a checker board until every person was ensconced on the square where his I. Q. indicated he belonged.

Judging from what one hears at national conferences and gathers through experience with all sorts of agencies doing children's work, the time has come when all of these things will be considered necessary in an intelligent diagnosis, but no one of them will be regarded as a sufficient basis for an

Delinquents?

THE first girl, eleven years old, was committed as a juvenile disorderly person. The questions: Is she profane, Is she intemperate, Is she truant, are answered by No. The question, Does she attend Sunday school, is answered Yes. The record indicates further that the child had been in a foster home for five years. A woman who apparently had known the child over a period of years writes to the superintendent of the Girls' Industrial School, "I was surprised to hear that E—— was sent to your institution; she was always a good child." The Bureau of Juvenile Research examined her a few weeks ago and rated her mental age as nine years. The matron in the cottage where she lives says she gets along well with the other girls and is obedient. The matron's only criticism is that she is so "wiggly." She is in the third grade and does fairly well. On the basis of the facts on record at the institution it would seem that if proper diagnosis had been made and some plan developed whereby the needs of the child could have been met in the community she could have been spared from the stigma of a correctional institution. At least she need not have been sent at the age of eleven, even though ultimately that might have been the only solution.

The second girl is fifteen years old—mental age thirteen according to diagnosis made by the Bureau of Juvenile Research. The commitment says she is delinquent, but gives no further explanation except that she has been in a children's home. The probation officer says in a letter to the superintendent, "this child is an orphan and the court knows nothing of her relatives. If there is a home for invalid children in the state she perhaps should be placed in such as she has heart trouble."

The third child is eleven years old, has a mental age somewhere between nine and ten years and is rated as inferior normal. She is in the fourth grade, but, the teacher says, is rather slow. The commitment says that she is a juvenile disorderly person, that she would "bum around" and refused to go to school; that she stole milk bottles, that she would come home between twelve and one o'clock at night and would refuse to do as she was told. The parents live together. The only previous institutional experience was the detention home. The matron says the child was very homesick at first but is all right now. Her reactions seem normal. Matron thinks she is brighter than most of the girls in the cottage.

The fourth child, according to the commitment by the court, "is delinquent and she has not a home, having been driven from home by her parents." There is correspondence which indicates that she lived with a foster family for two years, was then sent back to her own home, and from there to the Girls' Industrial School. The matron thinks she is a nervous child but says she has earned two gold stars for good conduct.

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Under the Sheppard-Towner Act

IN a large number of states bills have been proposed relating to maternity and infancy and to child hygiene, The Maternity and Infancy Act passed by Congress in November, 1921, which provides for the cooperation of the United States with the several states in promoting the welfare and hygiene of maternity and infancy, has been accepted by the legislatures of thirteen states since January first of this year. A total of forty-three states have now accepted the act, twenty-six through the legislature and seventeen through the governor pending action of the legislature.

The summary of pending and recently enacted child welfare legislation which appears in this and the other boxes in the departments of Social Practice and Health was compiled by Katherine F. Lenroot of the United States Children's Bureau, as of the middle of March. Forty-two state legislatures met in regular session in January and two others will meet later in 1923.

Progress in North Dakota

THE North Dakota Legislature, which has already adjourned, passed twenty of the twenty-five bills proposed by the Child Welfare Commission. One of the most important is a law extending the powers and duties of the State Board of Administration, giving it supervisory powers over maternity hospitals and child-caring institutions and agencies, and authorizing it to cooperate with the juvenile courts, and with the county courts in the enforcement of the mothers' pension law; to secure the enforcement of child-labor laws and cooperate in the enforcement of the compulsory education law; and to exercise other powers which are enumerated. Among the five bills defeated was one which would have authorized the appointment of county child welfare boards. A child-labor bill was enacted but a street trades bill was lost.

accurate prognosis. For instance, it would be ridiculous to decide what disposition should be made of a difficult child if one had at hand no information except the result of a mental test. The mental and physical examinations made in the light of the family background and the reactions of the child himself are invaluable. If isolated from these considerations the results of such examinations dare not be regarded as sufficient bases for the disposition of a case if we are to do justice to the child and to his family.

It will be said that it is all very well to discuss, in an academic way, the necessity for an accurate examination of facts and treatment on the basis of those facts, but that to do the work itself is an entirely different matter. But there must be an ideal in every phase of human activity, most of all in social work. To be satisfied to send a child to a correctional institution simply because he has committed some act beyond the pale of convention, and to condemn him without knowing everything it is possible to find out through the utilization of local and state agencies equipped to give such service is falling far short of the ideal toward which every court and probation officer should aim. Because we sent our so-called bad children to institutions in the past, with little searching after the reasons for their conduct, there is no excuse for continuing such a policy now even under the social limitations which exist in many communities.

Every child who comes into the juvenile court as a delinquent has previously been a unit in a public or parochial school system. It is there that the discoveries should be made which would make it possible to correct conditions and to protect him from the influences which will result in his delinquency. The school has the first opportunity to observe the mental retardation which is responsible for so much of the maladjustment of these children. It can discover home conditions without casting any reflection upon the family, because the visit of a teacher to the home is something of an event instead of a disgrace to family pride. The school is able to note the first irregularities in conduct. Yet in many localities this strategic resource is as yet practically untouched.

Neither has the school had thus far a well defined consciousness of its social obligation. Overworked and underpaid teachers can scarcely be expected to wax enthusiastic at the prospect of additional responsibilities. Nevertheless, in the light of our growing belief that a child is not a box containing water-tight compartments into which the church, the school and the home can drop their respective training and instruction with no coordination or joint purpose, the day may not be far distant when the visiting teacher—whose job is the interpretation of the child's environment to the school—will be as important a figure in every school system as the teacher who works within the four walls of the schoolroom. How can we tell why a boy does not study if we do not know whether he had any breakfast or whether he slept the night before? How can instruction be intelligent if we know nothing of the child's background?

Those of us who are presuming to settle the problems of

For Dependent Children

BETTER provision for children in need of special care is sought through laws on illegitimacy and on public aid to mothers with dependent children in several of the states. The Uniform Illegitimacy Act, approved in August, 1922, by the National Conference of Commissioners on Uniform State Laws, has been introduced in at least seven states, in one of which (North Dakota) it has been passed, and in another defeated. Bills declaring every child to be the legitimate child of its natural parents have been introduced in four states, while in four others bills relating to inheritance rights have been proposed, and in four bills relating to other phases of the problem.

Public aid to mothers with dependent children is the subject of bills which have been proposed in at least fourteen states. Several of these bills raise the age of children which may benefit under the law from 14 to 16 years, while others extend the application of the act, though the North Dakota law which has just passed somewhat restricts the classes which may benefit under it. A New York bill would authorize state aid to the extent of one-quarter of the amount expended by counties. North Carolina has for the first time enacted a mothers' aid law, which authorizes boards of county commissioners to make allowances for eligible mothers left with children under 14 years of age. The State Board of Charities and Public Welfare will have general oversight of the administration of the act and the state will reimburse the counties for part of the amount expended. Rhode Island, likewise, has not hitherto had a mothers' aid law, and a bill providing for such aid is pending.

Bills relating to adoption and to transfer of guardianship or custody have been proposed in at least nine states. One of the North Dakota acts provides for a six-month trial period before adoption can be granted, and similar bills are pending in New York and Wisconsin. A Kansas bill which included this provision failed of passage. Investigations of adoption cases by state boards prior to the granting of petitions would be provided by the terms of bills passed in North Dakota, defeated in Kansas, and proposed in Utah and Wisconsin. Laws regarding child placing have been passed in North Dakota and have been introduced in New York, Ohio, and New Mexico.

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Regulating Child Labor

BILLS relating to minimum age, hours of labor, or administrative provisions of child labor laws are known to have been introduced in at least sixteen states. Most of these would raise child-labor standards, but a few would lower them or would permit exemptions not now allowed. A forty-eight-hour week for minors or for women and minors, with an eight-, nine- or ten-hour day, has been proposed in California, New Hampshire, Pennsylvania, Rhode Island, and Vermont. The New Hampshire and Vermont measures failed to pass. An eight-hour day has been proposed in Missouri. A bill which has been passed in Wyoming creates a child-labor commission, and provides for the issuance of work permits to children under 16 years of age, who are not permitted to work more than eight hours a day or forty-eight hours a week, or before 7 A. M. or after 7 P. M. Wyoming hitherto has had no provision relating to minimum age, except one prohibiting work in certain dangerous or injurious occupations, or to employment certificates, and the hours of labor of boys 14 years of age and over have not been regulated. A Massachusetts bill would increase the hours of labor for women and children from eight to ten a day, and from forty-eight to fifty-four a week, with fifty-eight permitted under certain conditions.

In Kansas a bill has been proposed which would extend the application of the 14-year age minimum to any gainful occupation and would require applicants for work permits to present certificates of physical fitness. The new North Dakota child-labor act requires standard evidence of age and, except for vacation certificates, completion of the eighth grade. An unsuccessful bill in New York would have extended the eight-hour day and forty-eight-hour week to male minors between 16 and 18 years. Several amendments to the child-labor law have been proposed in Connecticut, including one which would raise the educational requirement for employment certificates from the sixth to the eighth grade, exemptions to be granted under certain conditions.

School attendance bills and bills providing for part-time instruction have been introduced in at least twelve states. In some of these states the proposed legislation would provide for exemption from existing laws in certain cases and in others the standards would be raised. The extension of child-labor regulations to agricultural pursuits is provided by bills introduced in the legislatures of Colorado and Wisconsin. The Colorado bill has been killed. The subject of street trades is receiving consideration from the legislatures of several states, including California, Colorado, Connecticut, Delaware, North Dakota and Pennsylvania. A bill regulating home work has been introduced in the Rhode Island legislature.

little children should remember always that every child has the right to be understood. In the words of Solomon, we should daily beseech the gods "To give, therefore, thy servant an understanding heart to judge thy people that I may discern between good and bad; for who is able to judge this thy so great people." MARY IRENE ATKINSON

On Inland Waterways

THE canal boat—whether it is an anachronism or the hope of cheap transportation for the future—remains an anomaly when one considers the human agencies involved. Its placid wandering still involves peril and deprivation for hundreds of children in canal-boat families whose life is a curious blend of domesticity and nomadism, according to a study made by Ethel M. Springer of the United States Children's Bureau and recently reported.

Unlike seafaring men, the captains of canal, river and harbor boats find it to their advantage in many instances to take their wives and children journeying with them. On the old canals where boats are still drawn by mules child labor is profitable and practically indispensable under present conditions. On the Chesapeake and Ohio Canal the company gives preference to married captains on the ground that they are steadier than single men and that the family on board raises the moral tone of the boats. The round trip from Georgetown to Cumberland takes fourteen or fifteen days, the season lasting from early March to December. The pay of the captains—based on a rate per ton per trip—usually amounted in 1920 to $75 or $80 per trip. Out of this the captain had to employ a crew, unless his family acted in that capacity, and had also to finance minor repairs and equipment, which appreciably reduced his net income. Without the help of his wife and children his income would have been meager indeed. The same pressure for cheap labor was noted on the Lehigh and Delaware Division Canals.

On the improved New York waterways navigation is free and theoretically an individual boat owner may operate his boat and regulate his working conditions as he sees fit. But the cost of towage and the competition of the fleets which can be very cheaply operated is driving the one-man boat out of business. The bulk of the carrying is now done by companies operating from ten to a hundred boats.

On the old boats, long hours of work by children are not uncommon. Crowded, overheated, insanitary living quarters, lack of a regular supply of milk, interrupted schooling, poor and uncertain facilities for medical and nursing care and restricted recreational opportunities confront the captain's family. Although the large steam-propelled barges have certain advantages over the older craft, there are still deprivations so numerous that evidences of impoverishment remain, as is so often the case when industry sets out to furnish a home after its own specifications. "The difference between the cabins of independent owners and of company employes," the report reads, "was as great as that between the homes

The Courts

COURTS of domestic relations would be established under the terms of bills proposed in Alabama, Maine, Minnesota, New Jersey, and Utah. Bills establishing juvenile courts or amending existing juvenile court laws have been introduced in at least twenty-four states. Some of these bills would amend existing laws in minor respects, but others are important. A Kansas bill would raise the juvenile court age from 16 to 18 years, and Missouri bills would raise the age from 17 to 18 years. A North Carolina bill which, fortunately, has been defeated, would have reduced the age limit of the court's jurisdiction from 16 to 14 years. In Maine a bill has been introduced that would create a special equity court of the state of Maine, to have jurisdiction over the custody, treatment, guardianship, maintenance, and care of dependent, neglected, or delinquent children. In New York a number of bills have been introduced, some of which would limit with respect to certain counties the application of the comprehensive county children's court act passed in 1922. One of the New York bills would make admission to practice before the Supreme Court of the state a required qualification of juvenile court judges. Another New York bill would give magistrates jurisdiction over young people (above juvenile court age) who are wayward but who are not charged with violation of law. A bill has been introduced in South Carolina which would create a children's court as a part of the probate court, in every county of the state.

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of the independent merchant and of the average wage-earner ashore."

Among 135 children studied on the Chesapeake and Ohio boats, Miss Springer found that "forty-five had fallen into the canal more or less frequently; eleven had been kicked by mules; one had been burned; one cut with an axe; another dragged by a mule over a lock gate. One mother said that her four children had had many accidents. The oldest had had his nose broken by a kick from a mule. Fortunately the boat was near a town, in which he secured hospital treatment. With the exception of the baby all had fallen into the canal many times, and once when the lock master, by closing the gates too soon, dragged the awning off the deck and the children with it, they were caught between the gate and the boat."

On New York boats "five families reported the loss of one or more children through drowning. One mother had lost four children while on canal boats. The oldest child had died of 'sunstroke'; the second, five years of age, had been drowned; another had been burned to death by an explosion of oil on the barge; another, a baby, had died of spinal meningitis after being dropped on the deck of the boat and injured. One of the surviving children had been injured by the oil explosion which killed the third child. Another mother had lost a little girl by the explosion of a rifle in the cabin of the canal boat. It was two hours before the boat could reach port and then it was some time before a doctor could be secured."

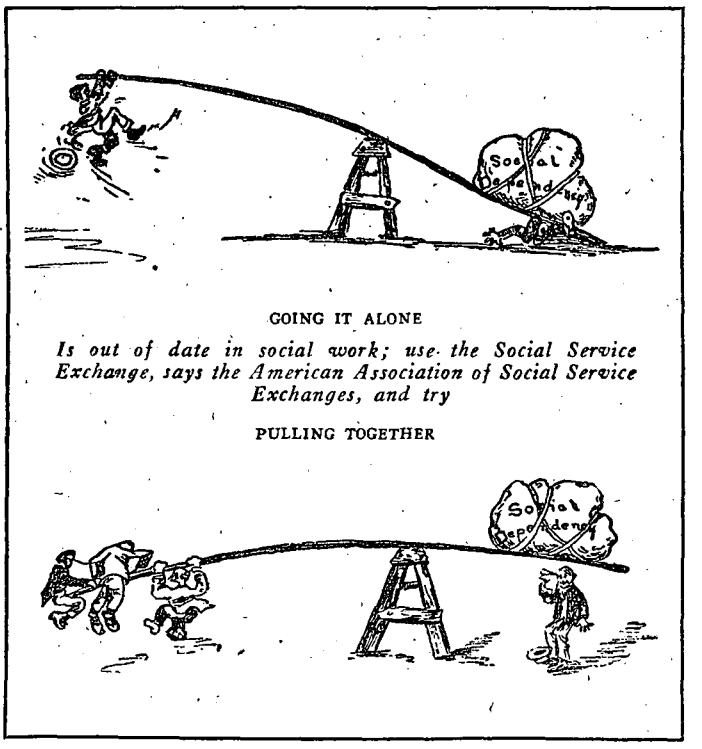
Some of the more progressive transportation companies operating in New York Harbor have forbidden employes to have women and children with them on the boats—a decision in which the leaders among the captains are said to concur. There have been unsuccessful efforts to secure legislation to the same effect.

The economies of an inland water transportation system are alluring, but too often they have been secured at the expense of home and opportunity for the workers' families.

DURING a recent study of recreation in the state institutions of Michigan, R. K. Atkinson, of the Russell Sage Foundation, found some genuine accomplishments in the efforts to provide normal recreational opportunities for those who are in the custody of that state. Among the institutions studied, the School for the Blind at Lansing stands out as preeminently successful in this phase of administration, although several of the other institutions are, according to Mr. Atkinson's report, doing good recreational work. "The Lansing School," writes Mr. Atkinson, "has the unique distinction of being represented on the football field by a team which won practically all of its scheduled games during the season just closed. This team was made up of four boys who were totally blind and seven with partial vision. They play regular intercollegiate football with no modification of the rules, against the teams representing the high schools in Lansing and neighboring communities. Those who saw these games report an excellent quality of football and wonderfully healthful influence upon the boys themselves. . . . It seems to me that Superintendent Holmes is demonstrating, as effectively as any person with whom I have come in contact, how thoroughly a man with ideas and initiative can enable the blind to overcome their handicapped condition."

THE LAPEER HOME and Training School for the mentally deficient, Mt. Atkinson reports, has made use of motion pictures regularly for twelve years. After every type of picture had been tried, the "serials" were accorded the place of highest esteem. "Many people who have been interested in developing motion pictures have wondered for years what real use there could be for this type of picture, but after spending an hour in the auditorium and watching the reactions of hundreds of feeble-minded boys and girls, there could be no doubt that it is admirably suited to them. The stimulation is wholesome for these individuals, whose physical processes are often as greatly retarded as are their mental processes, and the tense situations which may be over-stimulating to normal boys and girls seem to provide them with a very wholesome excitement. The superintendent told me that discussions and arguments are constantly going on from one week to the next as to the probable outcome of the dreadful situation in which the hero or heroine is left at the end of each installment of the serial picture."

THE American Social Hygiene Association, Department of Protective Measures, has been pursuing an investigation of the present status of police-women's work, of the possibilities of standardization of duties of such positions and of the qualifications and training of these public officials. A conference held in February by the association of the leaders in this activity resulted in the formulation of a tentative program for a training course. It was agreed that for untrained women no course of less than a year should be endorsed by the association. In the outline of the subjects to be taught the first semester are included biology, psychology, economics, social case work, community resources, with field work in protective or probation work. The second semester roster includes public health problems, mental hygiene, delinquency and criminology, civics, police procedure and legal phases of police work with field work occupying at least a third of the student's time.



GOING IT ALONE

Is out of date in social work; use the Social Service Exchange, says the American Association of Social Service Exchanges, and try

PULLING TOGETHER

THE DEPARTMENT of Christian Social Service of the Federal Council has just issued A Practical Program for Church Groups in Jail Work. Based on information and advice secured from George W. Kirchwey, Joseph F. Fishman, Martha P. Falconer and Hastings H. Hart, it is intended as a guide book to church groups, "men and women of mature experience and ordinary common sense," who are willing to dig into the subject of penology and jail administration and in the light of that knowledge appraise the service of the jail in their midst.

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BOOK REVIEWS

Out of a Job

THE THIRD WINTER OF UNEMPLOYMENT, *by Major J. J. Astor, M.P., Prof. A. L. Bowley, Prof. Henry Clay and others. P. S. King & Son, Ltd., London. 350 pp. Price $1.00 postpaid of the* SURVEY.

IN no country have the phenomenon of unemployment and its causes been explored more thoroughly in recent years than in England. The present volume, one of six or eight important books on the subject since the war, confines itself to the social and administrative aspects of the problem and refers only incidentally to the larger economic phases which Professor Hobson has recently analyzed so brilliantly. The nine authors are well-known students of the subject, statisticians and investigators. Their findings are based in part on facts and figures available from government reports for the whole country and in part on intimate studies of unemployment relief in nine industrial cities. Although the investigators were unable to confer in the course of their investigations in different cities, their reports show a considerable similarity. Their main findings are:

First, owing to the insurance and relief measures adopted by the government and, with its aid, by local authorities and industries, the appalling continued unemployment in the last three years—one man in eight at the end of last August, with variations in different industries ranging to one in three out of work in shipbuilding, about one in four in engineering and toolmaking, one in five in building, brass and copper, linen and hemp and at the docks—has not resulted in widespread privation and physical deterioration.

Second, the incidence of greatest distress has shifted from the lowest paid classes of wage-earners to the skilled and semi-skilled—those who are the very backbone of the country's industrial life. "The savings of prosperous years have been exhausted, and it is among the workers most distinguished for their skill, responsibility, foresight and thrift, that distress is greatest." Third, the prophets of disastrous demoralization as a result of continued maintenance without work and other forms of relief have been wrong. There has, so far, been little demoralization that can be ascribed to the government's relief measures. The authors say: "Maintenance without employment may be demoralizing, but unemployment without maintenance is much more certain in its demoralizing effect."

Perhaps the most important result brought out by this inquiry is that the government is pouring out money to relieve unemployment in cities where, to all appearance, the established industries have suffered a permanent set-back through changes in economic and commercial conditions brought about by the war. The very existence of government aid here retards a courageous facing of the situation by the community; and a permanent solution, such as assisted migration or an active effort to introduce new industries, is postponed.

Of the government measures which American students of the subject have followed with special interest, unemployment insurance probably takes the first place. The investigators believe that a serious mistake was made when the insurance scheme and the accumulated reserves were merged with the after-war relief program which is not on an actuarial basis. The result has been that the employers and employed in a given industry, out of their own contributions, have been obliged to pay not only for insurance of a normal risk, but for the results of an abnormal unemployment, brought about not by the policies of that industry, but by a general political and economic situation over which it had no control. Moreover, with relief depending on insurance, the proportion of cases of destitution that cannot be relieved because the worker is "out of benefit" is far too great.

The authors once more condemn in no uncertain terms relief work for unemployed persons because of their need when the same amount of employment can be provided through the regular channels by aiding industries or by the advancement of public works. On the whole, the principle of regulating public employment in accordance with the state of trade has not yet been put into action for long enough or on a large enough scale to show very appreciable results. The complaint is that schemes are taken in hand too late to be of appreciable help in preventing unemployment.

The most hopeful experiment, though as yet only an experiment on a relatively small scale, is the guarantee against the risk of loss extended to employers under the Trade Facilities Act. In the first year £21,000,000 worth of trade was thus made possible, most of it for public utility enterprises where a large part of the capital expenditure takes the form of employment of labor. The machinery has not yet become sufficiently established, however, to permit very definite conclusions as regards its permanent effectiveness.

Altogether, this book is to be recommended as the best available summary of the British experience with the most elaborate program any country has so far introduced to meet the effects of unemployment and to prevent it. The fact basis for every opinion expressed is given in such detail as to make this study of great practical value to students of the subject everywhere.

B. L.

A poster issued by the British Labour Party in connection with its campaign against unemployment

What Is Social Justice?

THE ELEMENTS OF SOCIAL JUSTICE, *by L. T. Hobhouse. Henry Holt & Co. Price $2.00 postpaid of the* SURVEY.

THIS book by one of the most competent writers on social philosophy in England has a serious ethical purpose: to "promote unity of aim among men of good will and lay a basis of cooperation between those attacking different sides of the social problem." "Politics," says the author, "must be subordinate to ethics and we must endeavor to see ethics not in fragments but as a whole." He asserts that we now have no reasoned basis for political or social reform and this explains why relatively little progress has been made in recent years in politics and why the "forces of progress have fallen into disorder and left the world to the reign of violence."

The ideal he holds before us is democracy. In the chapters on Liberty, Moral Freedom, Social and Political Freedom, Justice and Equality, Property and Economic Organization, Social and Personal Factors in Wealth, are applications of ethical principles to social life. He plumps us right into the middle of social problems. Concerning liberty of opinion he writes:

> The question came to a head in the war in the requirement of military service. . . . Parliament, in passing the Military Service Acts, made provision for exemption. . . . Let us suppose a form of conscientious objection really fatal to collective efficiency. . . . In this case, therefore, there is in the realities of the situation constraint on either side, and which side is right in using it can only be judged by him who can determine where the true conditions of common welfare lie. The liberty which the individual retains to the last is that of protest. The liberty which the community vindicates in the end is that of action. . . . It is not

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debarred from imprisoning or even shooting him, but it is debarred from the use of weapons of contumely, derision and defilement of character. With these limitations the hard saying must be accepted that it may be right to penalize a man for doing what he thinks right.

The final chapter on Democracy turns on the subject of international organization. If democracy is to succeed—for that matter civilization itself—it must become international. "In ethical truth," the author says, "there is only one ultimate community which is the human race. This community, alas! has not yet found organized expression." And he adds regretfully in a foot-note that the League of Nations as now functioning does not supply this need. Because we do not have agencies of international adjustment the state tends to become a vast hate organization. The time must come when patriotism is not enough. Every community must have and maintain its own organs of self-government but there "must be organs of adjustment maintaining the whole a whole." As a last resort he would permit the whole to use physical force if we recognize that "beneath all physical force there is a deeper spring of justice, and the ultimate supremacy rests with no organization whatever, but with the spiritual forces imperfectly apprehended in the minds of the wisest."

The final organization for international direction must be not one of officials, armies and navies, but of "knowledge, wisdom and righteousness, the bodiless church of humanity in which the federated democracies of the world may find their soul."

GUY V. PRICE

College of Emporia

"Not Infrequently Notorious"

THE DEVELOPMENT OF AMERICAN PRISONS AND PRISON CUSTOMS (1776-1845), *by O. F. Lewis, Ph.D. Prison Association of New York. 350 pp. Not for sale.*

THE Prison Association of New York has made a fitting memorial to the devoted and constructive service of its former secretary, Orlando F. Lewis, by the posthumous publication of his volume on The Development of American Prisons and Prison Customs from 1776 to 1845, which forms a valuable and well documented study of both the personalities and principles which dominated American prison practice during the years from the Declaration of Independence up to the middle period of our history, and attempts to answer the question: "How did the American prison come to be what for a century it has been—a highly individual, unique and not infrequently notorious institution?"

Students of penology will do well to read this refreshing treatment of our early penal origins; of the advanced ideas of William Penn; of the starting of the Philadelphia Society for Assisting Distressed Prisoners in 1776. They will find an abundance of new light on the social origins of our prisons; they will marvel at the unchangeable character of prison traditions; they will include in the category of valiant champions for prison reform, names that have all but been lost to the younger generation—men like Dr. Rush, Caleb Lownes, William Bradford, Louis Dwight, and Thomas Eddy of the later years of the eighteenth and the early nineteenth century.

The analysis of the historic influence of the Auburn or silent system is a deserving piece of research work. That the Auburn system, with all its faults, which Thomas Mott Osborne exposed so effectively in 1913, should have continued so long is difficult to realize, save for the one fact which the author stresses—*it worked;* that is, it worked, provided the function of a prison is to make good prisoners. Like the Auburn Prison, the Eastern Penitentiary of Pennsylvania not only gave definite form to the separate system, but likewise influenced the development of prison architecture for a century in the United States and abroad.

The chapters on the New England prisons give a high place to the administration of Massachusetts prisons. The brief account of the Society for Improvement and Mutual Aid at the Charlestown Prison in 1845, is one of the significant chapters in the development of prison democracy. It does not represent the extension to be found in the Mutual Welfare League, but it is indeed a step toward it, and is far ahead of much that passes for prison reform even in our day.

The closing pages of this readable volume deal successively with county jails; early juvenile reformatories, with a generous chapter of deserving praise for Louis Dwight; and a survey of state prisons and prison conditions in 1845, the year in which the Prison Association of New York came into being.

Throughout this history the evolution of the prison seems ever struggling with all the inherited revenge of human nature. In the long sweep of time one can trace a certain continuity; but to the innovators changes must have seemed despairingly slow.

SPENCER MILLER, JR.

Workers' Education Bureau, New York

The Story of English Local Government

ENGLISH LOCAL GOVERNMENT: STATUTORY AUTHORITIES FOR SPECIAL PURPOSES, *by Sidney and Beatrice Webb. Longmans, Green & Co. 521 pp. Price $8.25 postpaid of the* SURVEY.

THE fourth and final volume of the Webbs' survey of the structure of English local government from the Revolution (1689) to the Municipal Corporations Act (1835) is divided into two parts, the first 350 pages dealing with special statutory authorities and the remaining 140 pages presenting a summary of the entire study.

The first part of the volume describes the courts of sewers, the incorporated guardians of the poor, the turnpike trusts, and the special bodies for paving, street cleaning, watching, lighting, highways and other public improvements. The story of the origin and development of these now universal government services is fascinating, especially as the Webbs are accomplished in the introduction of specific personal incidents. Not the least interesting part of the study is the old friends one meets. Among them are Edmund Burke, the Rev. R. Canning, Richard Cobden, Oliver Cromwell, Daniel Defoe, Macadam, John Stewart Mill, Robert Owen and Thomas Rhodes. It is comforting to know that Christopher Wren, for example, was a none too conscientious member of the Westminster Sewer Court and that while he was building the cathedrals which have immortalized him, he was also drawing up sewer plans. We may not have gone beyond Wren's churches, but surely we have anachronized his sewers. So there is some progress.

The story of the special statutory authorities leads to this conclusion; these local authorities, and not the parish, the borough and the county, were the direct ancestors of present-day municipal administration, of the English system of councilmanic committee management, of the modern municipal civil service, of the extent and multiplicity of city services and finally of the ever-growing local taxes.

Our American institutions did not go through this evolution if the facts disclosed by the study of the New York state local government recently made by the National Institute of Public Administration are typical. Except for a few purely partisan boards created temporarily to supersede local governments, special local authorities for sewers, sidewalks, police, fire, water and other similar purposes did not arise until after the middle of the nineteenth century (1880 in New York State). It is perhaps significant that the recent movement for the creation of semi-independent child welfare, health, mothers' pension and other similar boards parallels somewhat the earlier beginnings of police, fire, sewer, water and street authorities in England.

The second part of the book, containing the summary of the entire four-volume study, is of course even more important.

In 1689 local government in England was based on

(1) The "obligation to serve" and to serve gratuitously in the discharge of local public duties.
(2) Vocational organization as the very basis of government.
(3) The principle of self-election or co-option.
(4) The freehold tenure of profitable office.
(5) The conception of property, and at the outset landed property, as an indispensable qualification for, if not actually a title to, the exercise of authority.
(6) The predominance of local customs and the common law as the very basis of the whole.

The main forces which transformed the environment of local government and served to undermine the old basis of government were

First, the Industrial Revolution (in its largest sense including agriculture and commerce), doubling the numbers, altering the geographical distribution and transforming the status and the circumstances of the English people and, secondly, the new conceptions of political liberty and personal freedom, arising, possibly, in connection with religious non-conformity, subsequently manifested in and advertised by the American and French Revolutions, and

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incorporated in Great Britain in the administrative and legislative projects of the utilitarian school of social philosophy.

The massing of men brought about a devastating torrent of public nuisances, the growth of pauperism, and the increase of crime and sedition. These not only undermined the old ideas and customs, but also laid the foundations of democracy. "It is not too much to say that it was the sweeping away by the Industrial Revolution of the peasant copyholder, the domestic manufacturer and the independent craftsman, that made possible the transformation of the bulk of English people into a horizontally stratified democracy of workers, claiming alike industrial and political control for those who constitute the great majority of the community."

Out of these conditions emerged the new principles of local government. The obligation to serve gave way to the obligation to pay taxes; a government of citizen-consumers took place of the decaying vocational organization; democratic election gradually gained ground on co-option; the salaried expert began to push out freehold tenure of office; and even the predominance of local custom and common law was interfered with by acts of Parliament and by a new national expert bureaucracy with power to inspect, supervise, stimulate and check. The only principle which lived through the period was that which established the property qualification. In fact, the actual contraction of the electorate as a result of the property qualification during the period is an exceedingly interesting phenomenon.

This exhaustive study was undertaken in 1899 to form the background of practical suggestions for the improvement of local institutions. In spite of the fact that the Webbs have already offered many of their suggestions in various books and articles, it is a disappointment not to find them summarized in connection with the recapitulation of the evolution of local institutions. And it is disappointing not to have the period from 1835 on portrayed by the same hand. But these regrets must not be allowed to detract from the praise due this stupendous work. It is one of the most painstaking achievements of scientific scholarship in the field of political science.

LUTHER GULICK

Bureau of Municipal Research, New York

Meet Lenin and the Rest

THE MIRRORS OF MOSCOW, *by Louise Bryant. Seltzer. 209 pp. Price $2.50 postpaid of the* SURVEY.

"OUT in Chicago Abraham Moiseyevitch Krasnichakov was plain Mr. Tobinson, but for three years he has enjoyed great authority under his own name as head of the Far Eastern Republic."—"Trotsky cannot bear Russian slothfulness and is constantly irritated by Russian indifference to sanitation."—"Litvinov reminds one of a successful mining man from Alaska or a lumber king from the West."—"Krassin is obviously a gentleman."—"The secret of Kalinin's success is due to the fact that he himself is a peasant."—"On the one occasion, in three years, that Lenin found time to attend the theatre, he chose Shakespeare."—And so on and on through ten sketches of the men and women who are directing the destinies of Russia today. Louise Bryant has not attempted to construct a volume of information or opinion about Russia. She has simply put down hit-or-miss fragments from some of the conversations and the personal impressions gained during her work as American newspaper correspondent when she was in daily contact with the leaders of the Soviet government. These sketches are as inconsequent and as humanly interesting as letters home; from their wealth of significant details the reader can get real understanding of the personalities building new Russia.

"Nikolai Lenin strives for two great things—to westernize Russia and to keep alive the fountainhead of the Socialist State" —One of the portraits by Cesare, which illustrate The Mirrors of Moscow, by Louise Bryant

The "Ideal" Formula

THE MAKING OF INDEX NUMBERS, *by Irving Fisher. Houghton, Mifflin Co. 526 pp. Price $7.50 postpaid of the* SURVEY.

THE Pollak Foundation for Economic Research—"privately endowed for the purpose of studying the means whereby the economic activities of the world may be so directed, and the products so distributed, as to yield to the people generally the largest possible satisfaction"—has published as the first of its series, The Making of Index Numbers, by Irving Fisher, Professor of Economics at Yale University.

Professor Fisher's new book is an important addition to the existing literature on statistical method. It is a thorough discussion and critical analysis of index numbers, based on actual computations and comparative tests, presented in such a manner as to make it available to the general reader as well as to the specialist. The study leads to some interesting conclusions which throw new light on the subject of index numbers.

The main thesis of the book is to find the best formula giving true values for x and y in the fraction x divided by y, which may be taken to represent an index number.

Professor Fisher tested over one hundred different formulae by algebraic equations, in order to discover the "ideal" formula from the standpoint of accuracy and speed of calculation. For this "ideal" formula Professor Fisher claims a precision within a hundredth of one per cent, which makes it compare favorably with the majority of physical measures in practical use. The "ideal" formula in the case of a price index is $\sqrt{\frac{\Sigma p_1 q_0}{\Sigma p_0 q_0}} \times \sqrt{\frac{\Sigma p_1 q_1}{\Sigma p_0 q_1}}$ where p_1 is the price of a commodity in the given year and p_0 its price in the base year, while q_1 and q_0 are the corresponding quantities. Thus Professor Fisher's index is merely the geometric average of two simple ratios involving relative values of goods in the given and base years. Assuming that A is the aggregate amount of goods in 1913 and B the aggregate in 1922, then the price index in 1922 relative to 1913 is the average of the following two ratios:

1. Value of A at 1922 prices to value of A at 1913 prices.
2. Value of B at 1922 prices to value of B at 1913 prices.

In setting up his "ideal" formula Professor Fisher does not preclude the use of other formulae. On the contrary, he lists over forty others as almost as accurate as the "ideal" formula and especially recommends seven of them, to be used according to the limitations of the available data.

It is interesting to note that among the acceptable formulae he finds representatives of the several types of indices, that is, the arithmetic, geometric, and median, which indicates that the choice of a type is of little importance in the construction of an index number.

MAURICE LEVEN

National Bureau of Economic Research

Sick Minds

MENTAL DISEASES, *by James V. May, M. D., with a preface by Thomas W. Salmon, M. D. Badger Co. 544 pp. Price $5.00 postpaid of the* SURVEY.

THE first thing necessary to realization of the importance of the problem of mental disease is knowledge of the essential facts concerning it. Dr. May's book gives us these facts: in the first part of the book a general consideration of the problem of mental disease; in the second the different psychoses, considered individually.

After presenting statistics to show the prevalence of the various forms of mental disorder and the heavy burden they impose on the community, not merely in actual expenditures for the care of those afflicted but also in the economic waste and suffering entailed, he goes on to give detailed information in regard to the institutions that have been established for their care. He traces the history of the evolution of the modern hospital; the methods of administration of our state institutions, their organization, functions, and methods of treating patients, are considered at length. Dr. May's extensive experience as medical member of the New York State Hospital Commission and as medical superintendent in state hospitals in both New York and Massachusetts has given him an unusually

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wide and intimate knowledge of the problems which are here discussed. The book contains a chapter on the important question of Immigration and Mental Disease. It is stated that, "Of those admitted to the New York hospitals for the six years beginning October 1, 1904 and ending September 30, 1910, 46.2 per cent were of foreign birth." Chapters are also devoted to the Mental Hygiene Movement, the Etiology of Mental Diseases, Criminal Responsibility, the Psychiatry of the War, and Endocrinology and Psychiatry.

In part two, which deals with the psychoses, historical material is presented to trace the development of our present-day views in regard to the various clinical types in a way that gives the reader an excellent idea of the prevailing trends in the field of psychiatry. It will prove a valuable book of reference not only for psychiatrists but for social service workers, judges and all others whose duties bring them into contact with the problems of mental disease.

MILTON A. HARRINGTON, M. D.

Whose Weapon Is Faith

NON-VIOLENT COERCION, *by Clarence Marsh Case. Century Co. 423 pp. Price $3.00 postpaid of the* SURVEY.

PROFESSOR CASE'S interesting study of peaceful social pressure falls rather naturally into two divisions—a discussion of those who, like the conscientious objectors, resist without violence the attempts of society to work its will upon them, and of those who, like the followers of Gandhi, attempt to modify the conduct or policy of others by non-violent coercion. The greater part of the book is taken up with the social problem presented by the conscientious objector and upon this little considered and difficult subject Professor Case throws much light of objective study and clear understanding.

His study has convinced him that the conscientious objector is much like any other human being. He possesses ordinary capacity for resentment and indignation. He is aggressive. He is brave. He is highly contentious. In short he is an ordinary mortal possessed by the extraordinary idea "that personal violence is absolutely wrong." These conclusions drawn alike from historical data and from the psychological examinations of American objectors made by various military officers are fortified by the army intelligence tests. These rate the intelligence of the conscientious objectors at almost double that of the average drafted man, well above the theoretical normal company and only slightly below that of the sergeants and commissioned officers. It is therefore evident that we must abandon the notion that the objector is a sissy or that he is handicapped by inferior mentality. He is a man, as Professor Case says, "with an extraordinary idea," which sometimes proceeds from a religious conviction against violence, sometimes from a radical view of future society, or again from opposition to the principle of conscription or from a Tolstoian humanitarianism. But whatever the basis of objection, Professor Case makes it abundantly clear that slackerism or cowardice has nothing to do with it.

This, however, does not dispose of the problem, for the objector's position, no matter how courageous, appears as almost pathetically futile and is further vulnerable in that it seems to involve an egregious exaltation of the personal ego. Indeed many people dismiss the whole matter with this neat and easy argument. But the problem is not such a simple one. Every thoughtful person must realize upon reflection that there are some things which he would refuse to do, no matter how insistently society might command him to do them. To yield would be for him no longer to be himself, but to become some one else. At some point, for every person, there may come a compelling duty of civil disobedience. For the conscientious objectors, that point was reached at the command to perform military service. For others it may come elsewhere, but that it exists for us all somewhere, I think that there is little doubt. The dilemma presented by this conflict between authority and the human spirit, Professor Case points out, but he does not attempt to solve it and indeed that would be beyond the purpose of his book.

A similar dilemma appears from his treatment of the attempts of social groups to coerce their employers or their rulers through non-violent means. The strike in modern industry, the boycott against the Japanese in China, the non-cooperative movement against the English in India, are all attempts to cure what is felt to be injustice by the application of non-violent power. But on the one hand social problems cannot be solved by power (not even by non-violent power) for that leaves the coerced unsatisfied, and on the other hand, no considerable group of people can be expected to suffer for long without an attempt to better their lot. Here, as with the conscientious objector, the under dog is damned if he does and damned if he doesn't.

These problems which Professor Case's book raises cut to the root of the position of minorities in modern life. He does not attempt to offer us a solution of them, but in raising them in their concrete application, he leaves us distinctly in his debt.

ALBERT DE SILVER

When Half-Gods Go

CHRISTIANITY AND PROGRESS, *by Harry Emerson Fosdick. Revell Co. 247 pp. Price $1.50 postpaid of the* SURVEY.

THE man who looks on Christianity as "a creed outworn" will do well to read these lectures. Dr. Fosdick is very frank. He sees with clear eyes what his astigmatic antagonists within the church do not see, the progress which in every field is changing the whole manner of man's thought. He finds the church set no longer in a static world, but in a new dynamic and progressive world. He realizes what the new times demand of the church, with their "new inventions, new discoveries, new knowledge and new social hope," and he does not think that these demands can be met by the old methods. He sees, on the other hand, the inadequacy of the "soft gospel of inevitable progress" of the humanists, for the world "needs salvation from its ignorance, its inefficiency, its apathy, its silly optimism, and its appalling carelessness." Such a salvation he finds in the Christian idea of God. And "to take that idea of God, great enough to encompass it until, the little gods gone and the great God come, life is full of the knowledge of Him, as the waters cover the sea, is alike the duty and the privilege of the Christian leadership of to-day."

The chapter on the Gospel and Social Progress will particularly commend itself to social workers as a clear statement of the attitude of a representative leader of the modern school in the church. Dr. Fosdick and the men in the church for whom he speaks see clearly that in the great economic and social changes that are taking place "none has more at stake than the Christian church with her responsibility for the cure of souls," and they are endeavoring with all their might to "lift the outward burdens which impede spiritual growth," which is, of course, however it may be expressed, the aim of all social effort.

WILLIAM E. BROOKS
First Presbyterian Church, Allentown, Pa.

THE HOUSING QUESTION, *by a Former Housing Commissioner. George Allen & Unwin, Ltd., London. 125 pp.*

FOR ANYONE who has been unable to follow English housing politics since 1918, when the subject was made the first plank in the government's domestic reconstruction program, this little book will be a revelation of opportunities neglected and promises unfulfilled or whittled down or simply denied. Sir Alfred Mond, one of the practical business men in Mr. Lloyd George's Cabinet, apparently found no argument too subtle, no means too flagrant to reverse the program of his predecessor, Dr. Christopher Addison. The result is that, although England has experienced a revolution in the type of workingman's home built since the war, the number of new houses built has not sufficed to make good the shortage that existed before the war; and, so far from making possible a wholesale clearance of slums, the net result of the government's policy is that, in many parts of the country, overcrowding and insanitation have become worse. The book was written in support of the Labor Party's recent election campaign, but its extensive quotations from official reports and parliamentary debates make up for the obvious bias of its argument.

THE NEW PALESTINE, *by W. D. McCrackan. Page Co. 392 pp. Illustrated. Price $5.00 postpaid of the* SURVEY.

Written apparently for no political purpose but intended as a general guide to a study of the Holy Land as it is today, this book contributes to an understanding of the social aspects of life in Palestine which the present conflict between Jews and Arabs and the political and (*Continued on page* 123)

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COMMUNICATIONS

Foundling Hospitals

To the Editor: In reply to a letter of protest from me relative to the article on Foundling Hospitals in the December Graphic, you asked me "To send a brief communication for publication."

I have asked eleven persons, all known to be well informed on problems of unmarried mothers and their children, their opinions of the influence of the article in question. Ten of them agreed that its tendency was to retard and undermine the best work yet done the United States. Only one was in doubt, and even her letter closed with these words, "Of course I can't believe in institutional care for infants, such as foundling hospitals."

The two following quotations are characteristic of the opinions of the other ten. "It seems to me that one of the most disheartening things, for long, has been that glorification of the cradle-tour, secret disposal of illegitimate children method set forth in the last Survey . . . for this comes *ex cathedra*." Another says, "It is most unfortunate for the Survey to have published Dr. Gottheimer's article without some sign of disapproval." For myself, I do not object to the publication of the article, neither do I think you were called upon to express disapproval of it unless you felt it. The editors ought openly to defend or fight any views they choose. My objections are:

First: You either did not know that the message of the article would be combated, or you did not think it worth while to invite the expression of diverse views in the same issue of the Survey as you have acquired a reputation for doing in other controversial fields, notably the industrial field.

Second: In a controversial field, by journalistic subtitle, you threw your editorial approval strongly on the side of "an ancient institution," not by open editorial argument but by the far more dangerous method of suggestion.

If the Survey is to maintain standing for scientific leadership in the social field it cannot, in my opinion, be done by the editorial method used in this instance.

May I add this positive word? We need a new approach to the problems of parenthood whether legal or illegal. I am convinced that our approach, whether as individuals or as a community, ought to be with only one basic question in mind, namely: "How may we conserve as many as possible of the human values involved?" Some of the sub-divisions of the question are:

How can we best secure to mothers—married or unmarried—the educative and ennobling experiences which come to mothers through a voluntary and self-sacrificing life of service to children during the whole long period from infancy to the age of self-support?

How can we best get for fathers—married or unmarried—the growth in manhood and character that come to a purposeful father through facing the fact of his paternity and through contributing out of his personal life and goods to the companionship, direction and support of his own child through a long period of years?

How can we best secure to children who, as John Fiske first taught us, are so teachable and whose years of infancy and dependence are so many, the support, companionship, discipline and guidance of two parents, facing, to the utmost, their responsibilities?

The question is not primarily how society may save its pocket-book from the expense of caring for children that parents ought to care for—which dollar-interest is about the only practical interest the community now takes in the children of unmarried parents. The question is not merely how the mother and her family may through secrecy in maternity hospitals, foundling hospitals and cradle-tours, save their faces and reputations. The question is not merely how the father in turn may save both his face and his pocket-book, by hiding his identity and turning his cowardly back upon his child and the mother of his child. By our own hypocrisy and cruelly pharisaic social condemnation, we now do everything we can to force a mere pocket-book economy upon ourselves and drive unmarried mothers, fathers and their children to all kinds of cowardly devices to save their names and reputations at the expense of their very souls.

When we learn in all humility and the spirit of service to approach each prospective and actual father and mother, putting first the purpose of helping them to save, through the experiences of parenthood, their highest possibilities as men and women—then will all that is good in these other things, pocket-books, faces, reputations, secrecy, cradle-tours and all the rest of the incidental small things, be added unto us. Incidentally, I am constrained also to say in closing that the putting of the same first things first would lead us somewhere in our quest for solutions in the problems of marriage and divorce procedure and the whole sacred business of parenthood inside the law as well as outside. I hope somebody who reads this letter may be moved to discuss in more detail the actual social and legal procedure demanded of us by the one supreme purpose of trying to save all the human values that are potential in parenthood outside the law.

Henry W. Thurston
New York School of Social Work

[Mr. Thurston is right in his assumption that the subtitle of the article in question is the editor's; by speaking of the new foundling hospitals of Germany as "The Revival of an Old Institution to Meet a New Need," the editor meant exactly what the present critics would have wanted him to say: that the article does not describe a new method of dealing with the foundling problem, applicable generally, here as well as in Europe, but a *specific* method developed to meet a *specific* new need. Moreover, only a very hasty reading of the article can impute to the author herself sympathy with the re-introduction of the cradle-tour. She describes the circumstances which explain the revived popularity of an institution long discredited. (For instance: "In September, 1919, people were searching the Rhine for a child that had fallen in. In the course of twenty-four hours sixty-three corpses of children were found.") But she makes it clear that her own sympathies are with a different solution, "to offer a home to every mother who wants to give birth to a child in secrecy." To suggest that the editor of this journal favors every method of relief applied abroad which is described in its pages is, of course, absurd; if we have learned one thing from the war experience in foreign relief work, it is that the methods used in our own country, in normal times, however sound in principle, are often totally impracticable when a calamitous emergency increases the magnitude of a problem and thereby also changes its character.

The article was not submitted to American experts in the social treatment of illegitimacy because they have no experience of the problem as it has presented itself in the last few years in Germany and other European countries. The only question the editor could have submitted to them would have been whether the cradle-tour or the *Kinderfreistatt* were desirable to meet an emergency, not in America, where the problem does not exist in the form described, but in Germany; and to answer that they were obviously less competent than the author of the article who is a well known social worker and teacher of social practice, conversant with all the facts and—this is important—with the psychology of the situation.

There is this silver lining to Professor Thurston's cloud of disapproval: the article has provoked from him a spirited enunciation of that new approach to the solution of parenthood which is one of the chief constructive contributions of American social work in the new century.

The Editor]

Is Social Work Dead?

To the Editor: Is social work dead? I throw out the question as a challenge to social workers as it was thrown out to me.

Recently I had a spirited discussion with a friend who insisted that the only live persons in social work were those who were getting out. When I pressed for a definition of social work I found that in my friend's mind it was synonymous with

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various movements and organizations for the amelioration of unhappy conditions that disturb the peace and comfort of society. I insisted that this conception was limited; that while social work found expression through organizations and movements, it was itself a process or processes. I pointed by way of illustration to the contribution that it has made and is making to organized education and health in the adjustment of the problems of individuals, a service that is more and more recognized and used by people who have no need of the help of social *organizations,* but who do need the *service* which the social worker is able to supply.

While conceding that social work had made a real contribution in this direction, my friend held that for the most part social workers were still engaged in trying to adjust people to environments instead of modifying environments to fit people, and that, after all, the art of making adjustments is not a monopoly of social workers.

When we faced the question of what social organizations, as such, are doing to strike at the roots of social problems, I found myself rather short of concrete evidence. Are the organizations with which social workers are, in the main, identified, facing the great, fundamental biologic and economic issues that lurk in every problem that comes to them? Are they tackling the even more difficult, because less clear-cut, question of where, if at all, biology and economics stop and individual responsibility begins? Are they because of inertia being left behind on the march by the awakening resolution of the very groups that they have been striving to help, yes, even by the awakening conscience of industry itself? Have they let slip beyond recall the opportunity for leadership? Will it soon be said of social work as social work has said of the churches, that it lacks courage and vision, that it has failed?

GEORGIA G. RALPH

New York School of Social Work

A Model Nursery School in Boston

TO THE EDITOR: I have read with such great interest Elizabeth Cleveland's article—'Twixt Infancy and Alphabet—in your issue of January 1, that I am sure your other readers will be equally interested to know of the other nursery school and training center in the United States which, as it happens, was also opened in January, 1922.

The Ruggles Street Neighborhood House, in Boston, one of Mrs. Quincy A. Shaw's beneficent foundations, had in the course of some forty years obtained to a very high degree the confidence of its community and was running one of the best day nurseries in the city at the time, about three years ago, that a committee of the Woman's Education Association resolved to install there a nursery school and training center of the English type. To fit herself for the position of its director, Miss Abigail Eliot went to England in May, 1921, and there acquainted herself thoroughly with the nursery school movement, took three months' training with Miss McMillan, and spent three months more as head of the two-year-old group in the McMillan School.

As Miss Cleveland suggests, the importance of this nursery school and training center movement cannot be exaggerated, whether one considers its effect upon the children and their homes or upon the students in training, who are destined in their turn to take charge of children in nursery schools or in homes. It looks now as though its most rapid line of development may be a large demand for nursery schools on the part of intelligent, well-to-do mothers, who are ready to pay something more than a nurse's wages that their children may have expert care and ideal environment and that they themselves may have the opportunity to observe and assist and so learn. The obstacle, as Miss Cleveland says, will be lack of properly trained directors.

ELIZABETH W. PEARSON

Chairman Nursery School Committee,
Woman's Education Association, Boston

More Replies to the Engineer

TO THE EDITOR: The engineer who contributed a critique and a solution for the baffling problems of modern social work (January 15 issue of the SURVEY) need not have used his professional classification in place of his name. Even the most casual reader would have known that he was an engineer. He saw precisely what engineers see when they transfer their specialized method of observation to social organization and social process. He saw the *Entwickelungsmechanik,* and in studying the evolution of the mechanics of social work he discovered that some of the gears were slipping, that much power was being lost because the transmission belts were too long or too slack, and that the output was not sufficiently standardized. Well, that's what one would expect an engineer to see. And, because engineers see what they see very few of them ever become statesmen or leaders of thought.

The maladjustments of social work machinery which the engineer detects are real, and he has done social workers a service by adding his diagnosis to others of a similar kind which have been made during the past decade. But, he has not "put the grease where the squeak is." He admits at the end that his engineering methods will do nothing more than furnish some new tools for social progress. But it isn't tools that are needed. Presumably, he would not be naive enough to state that the essential problems of modern industry could be solved by the invention of new tools—mechanical or managerial. We already have too many unintellectualized tools. What is needed is some process which will enable us to understand the tools we have. Tools are followed by certain kinds of power and control, and it is failure to know what to do with power which has had so large a share in bringing us to this muddled state of the world.

The engineer suggests fact-finding, multiple interpretation of facts, multiple administration, and measurement of results. This is a sound engineering program and as such little fault can be found with it. In plain terms it means surveys, interpretations of surveys by groups instead of individuals, decentralization of administration, and some standard tests of measurement. This is all mechanical. One can almost hear the machinery creak as the engineer pulls the throttle. (My first reading of the engineer's program gave me a real thrill. When I reached the phrase "surveys made with a fresh mind," I started with the enthusiasm of discovery. At last, I thought, here is an engineer who sees beyond mere facts—beyond the survey which reveals only structure, but, alas, the surveys made with a fresh mind were to "show more helpful groupings of local communities.")

I find in the engineer's program no new insights, no penetrations beyond mere structure, no fundamental recognition of the real values in social work, and no acknowledgment of difference between human units and mechanical units. In short, I find an utter disregard for psychology, not merely psychology which goes beyond the surface of human behavior, but psychology of any variety.

All of this is said with kindness, for I have a distinct appreciation of the engineer's position. It must be extremely tempting for an engineer who knows how to "make things go" to look out upon the shilly-shallying, blundering social process without saying: "By George, I wish I had the chance to organize that thing; I'd make it go!" And I haven't the least objection to his saying just that, only I do think it rather abrupt of him to begin by outlining a program which is based upon pure engineering analogy. He should begin by studying human nature.

E. C. LINDEMAN

High Bridge, N. J.

TO THE EDITOR: For cogent reasons I have read the Letter from an Engineer in the January 15 issue of the SURVEY with jumbled emotions. I have been a staff member of three national organizations and a chairman of one of the principal standing committees of a fourth. Just recently I have come to Indianapolis as the executive of a social work organization with a multiplicity of pressing local problems confronting it. The transition has been a jolt. I recommend that every executive of a national agency sitting in a cubicle somewhere within four glass walls be compelled to take a sabbatical year doing the things he serenely maps out for others to do. Just a few months ago I, too, met blithely with this committee and that usually at luncheon or dinner—food was always a requisite—to decide this and that problem for the country. And now I learn that the country has just as blithely gone along deciding most of these things for itself, or with a shrug of the shoulders, ignoring our decision. And now I have found myself writing back to these same national organizations vigorously protesting against the "provincialism of New York," and the *élan* with which decisions are made for the rest of the country.

There is little doubt that many national organizations are failing to provide real leadership. (*Continued on page* 114)

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SOCIAL WORK SHOPTALK

THE PRESIDENT of an ice company in Los Angeles recently sent out a circular letter asking funds to build a free orthopedic hospital. With each letter went a dollar. The recipient was invited to put another dollar with it and return both to the sender. Dr. Hulbert Fuller, who received one of these letters, answered it about as follows:

"I beg to acknowledge receipt of your unique circular letter enclosing one dollar, and asking that I put another with it and return to you for the benefit of an orthopedic hospital.

"Today another letter is received from you, reminding me of the former one and also asking me to return the dollar. This gave me quite a shock, as your first letter reads very plainly: 'Keep it, if you want to, after reading this letter—but I don't believe you will.'

"Permit me to confess, on the contrary, that I never felt more like keeping a dollar in all my life. Not for my own use, of course, but I had about resolved to make a noble use of somebody else's money as practiced by those individuals who create what is called a 'Foundation,' whereby one receives in public esteem quite as much as he gives for the public benefit. In fact, I had planned to send your dollar to a committee of the County Medical Society to start a fund for building an ice and cold storage plant whose product and services should be absolutely free to the good people of Los Angeles. Surely any man not in the ice business himself will tell you that if there is one thing more than another that the people here need it is free ice. Think of the joy of welcoming the free ice man to your home on a hot day with a huge chunk of free ice! What an example to set for the envy and despair of the rest of the world! God knows if we cannot have free speech in Los Angeles, we can at least wage a relentless war for free ice.

"One realizes, of course, that our chief difficulty over this free ice plan will be to get the thing properly started. You must have given your free hospital idea much profound thought by this time, and so should be able to advise me on this ice project, which has a certain lack of warmth no matter how well put. I note, however, with pain and surprise, that you begin by first appealing to the doctors. This seems to me a mistake. I cannot help thinking you would do much better by appealing to men in some wholly different line. Lawyers, for example, always seem scandalously rich, and bishops, and men in the booming building trades, especially those higher up, the roofers and plasterers and well-paid hodmen. But I dare say any man of even slight imagination can always think of others whose contributions should head the list in all these commendable efforts for the public good.

"But that you have started something of tremendous social and economic significance goes without saying. The implications are simply terrific. One hesitates to name the word for it, but you can readily see that if the same scheme is followed up by other people as energetically as by yourself it will lead to consequences which can only be called a revolution. Suppose all the hardware men, for example, should suddenly unite to raise a fund for starting a free grocery store, and that the grocers, in swift retaliation, should thereupon perfect plans for giving the public free hardware, with the druggists, the tailors, milliners, gas-and-electric, telephone companies and other alleged public service corporations all contributing enthusiastically to give free service to ruin the other man and put him out of business.

"Why, my dear sir, one might as well be in Russia and done with it. Inside of six months you would have a Commune established right here in Los Angeles, in full swing, with the Chamber of Commerce and the Better America Federation looking on shocked and aghast that a gentleman of your reputation in business circles should have recklessly started a thing like that, a menace to all private enterprise, an end forever to the sacred right to profiteer off your fellow-man.

"And this, in fact, is precisely what has happened in the medical profession, where free hospitals and clinics have reduced the earnings of the family doctor to the vanishing point. More and more it becomes the custom for people who are making good wages to resort to the county hospital when sick. Out in the territory where I practice there is a children's hospital, where parents take their children for everything, from a cold to a broken bone. Nobody ever hears the medical profession complain about it. Such complaint would be idle. The condition is here to stay. And yet there can be no logical reason why physicians should not be justly compensated in some manner while these social changes are occurring, which wreck his income without appreciably lessening his toil. Possibly you may recall the celebrated invention of 'severance charges' paid to the Edison Co. to the tune of several millions when this city took over the light and power business. Such a fee undoubtedly eases the pain.

"Let me add that my heart is with you, nevertheless, for I believe that all medical service should be absolutely free to the public, like education, or what is called such. And let me add further, in justice to the doctors whose position is so easily misunderstood or forgotten, that if you were to send every one of them a thousand dollars, with instructions to keep it if they felt like it, the gift would be but a fraction of the sum that every old school physician has sacrificed and indirectly contributed during the evolution of this social process tending to increase the general public welfare."

IF GOVERNOR PINCHOT keeps it up, we shall not lack in material for this page. His appointment of Royal Meeker to the Commissionership of Labor and Industry will be applauded by all who wish to see that department of the state of Pennsylvania administered with the utmost efficiency, imagination and real sympathy for the struggles of well disposed industrial employers as well as those of labor. After a distinguished career as federal commissioner of labor statistics under President Wilson, Mr. Meeker has rendered pioneer service in organizing and administering the statistical and informational activities of the International Labor Organization in Geneva from which he has just retired. Mr. Meeker as a statistician is an interpreter of realities, not of academic fictions. Some of the studies made under his guidance by the federal government—for instance, those on the cost of living and on housing—have become valuable tools in the hands of practical reformers. In his new office he will have larger opportunities of wielding his statistical tools himself.

CATTARAUGUS COUNTY, New York, which is one of the three communities in which a tuberculosis and public health demonstration is to be carried on by the State Charities Aid Association with the assistance of the Milbank Memorial Fund, is to have the services of Dr. Leverett D. Bristol of Minneapolis as county health officer. Dr. Bristol comes directly from the chair of public health and preventive medicine in the University of Minnesota, and was for four years health commissioner of the state of Maine.

MORRIS D. WALDMAN has been elected executive director of the Brooklyn Federation of Jewish Charities, succeeding Max Abelman, whose retirement was recently reported in these columns. Mr. Waldman was for nine years executive director of the United Hebrew Charities of New York, and reorganized the Federation of Jewish Charities in Boston.

OTTO BRADLEY succeeds Otto Davis at the helm of the Council of Social Agencies in Minneapolis. Mr. Bradley comes from the chest in Milwaukee; Mr. Davis, as we noted in these columns some months ago, has gone to New Haven, where he is executive of the Council of Social Agencies.

JANE HOEY has completed her work on the staff of Porter R. Lee for the Special Study of Coordination under the auspices of the National Information Bureau, and has become secretary of the Bronx committee of the New York Tuberculosis Association.

SAMUEL McCUNE LINDSAY, professor of social legislation at Columbia, and long in service on the legislative firing line, has become chairman of the National Child Labor Committee, succeeding David F. Houston.

THE MISSOURI SOCIAL HYGIENE SOCIETY has elected Dr. F. H. Ewerhardt, a member of the staff of Barnes Hospital and the faculty of Washington University Medical School, in St. Louis, its new president.

PAUL BEISSER, late of the American Association of Social Workers, has gone to the Public Charities Association of Philadelphia, where he will have charge of Legislative News and will do general organization work throughout the state.

HARVEY DEE BROWN has left the committee on tuberculosis and public health of the New York State Charities Aid Association, to become executive director of the Philadelphia Health Council and Tuberculosis Committee.

NEW JERSEY, which lost temporarily the unusual services of Colonel Lewis T. Bryant, has regained them with his reappointment by Governor Silzer to the position of commissioner of labor.

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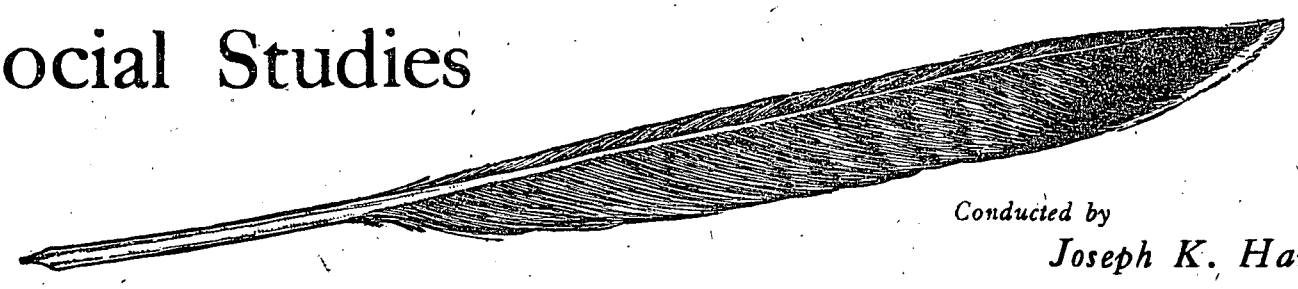
Social Studies



Conducted by
Joseph K. Hart

Vested Knowledges

PROFESSOR WILLIAM JAMES pointed out, in some of his earlier pragmatic writings, that human minds fall into two general groups. According to his analysis, human minds are either "tender" or "tough." Of course, we at once assume that James was, in this instance, either sentimentalizing or moralizing; by "tender" minds he meant affectionate people; and by "tough" minds he meant immoral people. But he meant nothing of the kind. He was using those terms in a logical sense. By "tender" minds he meant minds that are intellectually timid, fearful of the future; minds that demand security; minds that want a universe like a nice cosy cottage, with life's food supplies in the basement, and with a cheering fire burning on the hearth. By "tough" minds he meant minds that are intellectually brave, fearless of the unknown, able to go it alone to the farthest reaches of the world. Such minds want no cosy universes. They want the open world, with all barriers down; they want the universe "with the lid off!"

Of the latter breed have been practically all the great leaders in the ages-long struggle of mankind for freedom from primitive fears and from those hard structures which primitive men set up to protect themselves from their own fears. Amos, Isaiah, Socrates, Jesus: consider for a moment how fundamentally tough their minds were! Hear Amos say: "'Are ye not as the children of the Ethiopians to me, Oh Israel,' saith Jehovah. 'Ye say that I brought you up out of the land of Egypt! Yes, but did I not also bring the Philistines from Caphtor, and the Syrians from Kir?'"

FOLLOW the tough mind of Socrates as he faces death, while his tender-hearted friends ask him to aid them in their plot to rescue him from prison: "I cannot repudiate my own words . . . the principles I have hitherto honored and revered I still honor . . . not life but a good life is to be chiefly valued . . . daily to discourse about life and those other things about which you hear me examining myself and others is the greatest good of man; and the uncriticised life is a brutish life!"

Or listen to Jesus as he faces the growing hostility of the powerful: "Woe unto you hypocrites who pay your dues of little things like mint, but pay no attention to your greater obligations, justice, mercy, truth! Ye blind guides, that strain at the gnat and swallow the camel! Ye build sepulchres to the prophets and decorate the tombs of the righteous; and ye say 'If we had lived in those days we should not have destroyed these holy men!' Blind, blind, blind!"

If, over against such names as these, we should attempt to write the names of the "tender" ones, the fearful and scared of the ages, the list would grow too long; as another ancient writer said: "The world itself would not contain the books that should be written." We might name John Eck who, as representative of the Bourbon Charles V, prosecuted Martin Luther before the Diet of Worms in 1521. Eck is a good example of the fearful and the tender-hearted. Luther had written some books which were threatening to undermine—something or other. What was this shaky thing that was threatened by Luther's ideas? The Truth? How could a book written by Luther undermine the Truth? What, then, was Eck's charge? And what have been the charges of all the other "Ecks," before and since? What were Luther's writings threatening to undermine?

THE fairest and most fully inclusive answer would be: The Vested Knowledges. The economic concept of "vested interests" is fairly well known. But long before any such thing as a vested interest existed, individuals, groups, societies were eager investors in and guardians of accumulated bits of knowledge, batches of ideas, systems of doctrine. These "vested knowledges" were the defenses of these individuals, groups, societies against the uncertainties and dangers of the world. With words and prayers the earth was controlled; storms were laid, wild beasts were tamed, the crops assured. With words were the gods placated and immortal happiness commandeered. As long as these vested knowledges stood, men could be happy and thoughtless. And since a happy thoughtlessness is the highest good to all the tender-minded children of men, anything that interfered with the conditions that made possible this highest good was necessarily an evil to be suppressed: suppression of such evils became identical with piety and patriotism! The highest service any one could render his native land or his God was to destroy all those who disturbed these vested knowledges either by pioneering activities or by innovating ideas. These vested knowledges were identical with the universe, the Truth! Education was a process of subordinating the minds of the young to the rule of these vested knowledges. Good students obeyed and revered! Luther should be punished because his writings threatened these vested knowledges.

OUR institutions, as a rule, still keep the fiction of "vested knowledges." The schools do, of course. One of the planks in the platform of the National Council of Education, a subsidiary of the National Education Association, reads "Every individual should be accustomed from earliest childhood to cheerful submission to superior wisdom and authority, and to ready acquiescence in community standards more exacting than his own." This "superior wisdom" is, for the most part, not superior at all: it is merely "vested" wisdom. But the same doctrine permeates the church, the government, industry, the family, social work and leaderships of all sorts.

Scientists are continually warning us against setting up any knowledge as final. The scientific investigator is liable to break through old barriers at any time and in any place. "Tender" minds would punish these irreverent violators of the world's vested knowledge. They would send investigators to prison, drop them from their jobs, pillory them as objects of social suspicion, drive them from the community. They want the universe closed, the lid battened down. They want a world of happy thoughtlessness, wherein vested knowledges protect and guarantee all other, even more desirable vested interests.

Curiously enough, the tender-minded people are usually the hard-hearted ones. They want security. Hence, they burn the heretics and destroy the insurgents. Only the tough-minded ones are brave enough to be tender-hearted, to be tolerant, to understand, and to wait and work for freedom and truth.

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Study Course on Social Organization

XIV. Types of Adaptation

In making his adjustments to the social and industrial world, any individual faces many possibilities. He may drift with the winds of circumstance. He may submit to the molding influences of the community, with no more freedom than if he were in jail. He may fall to the level of the loafer or the parasite. He may win the notice of some rich "patron." He may slip into some niche of the community and live by his wits, or by some "private graft." He may learn some useful skill and live by what he earns. He may become a power in the community, dominating the lives and fortunes of many.

1. Adaptations to Custom and Habit

The framework of our social order is custom. Our institutions are organized of customs. Our communities are largely controlled by "whatever is customary." When an individual takes on the customs of his community they appear in him as habits. How do these social customs become individual habits? What makes children take on these custom-habits? Is there any escape for them from developing habits? Is habit a desirable type of adaptation? Do many people escape from the customs of their community? What is said of people who do not conform to community customs? Do all people find it possible to develop the habits that would make conformity easy? Has the individual any rights as against the demands of the customs of the community?

2. Escaping All Adaptations

Some one has said that "the only habit one should develop is the habit of developing no habits." Is this possible? Can one escape all customs, all habits? What sort of life would be implied in this freedom from all community adaptations? Has anyone ever achieved any such freedom? What was his value to the community? To himself? What became of him? What did the community say about him? Did this person know what he was doing? Could he plan his life in advance?

3. Intelligent Adaptation

Is it possible for a mature individual to organize his career intelligently? Can he know enough about the world to foresee and plan his future? Is it possible for men to select their own ways of living? What becomes of custom under such a procedure? What becomes of habit? May custom be safely disregarded? Can one live without habits? Does intelligent adaptation imply the disregard of all customs? The elimination of all habits? Can a thinking person be thoughtful all the time? Does a thoughtful person have no habits?

Does thinking change things? Does it change the one doing the thinking? Does it change others? Does it change the physical environment? If it does change things, how is this change accomplished? If it does not, what is the use of it? Does adaptation imply change? In one's self, or in the environment? Could adaptation mean a mutual change in both self and environment? Is adaptation of one's self to one's world morally desirable? Or should one always insist that the other should do all the adapting? Should one adapt himself to his physical environment, or should he adapt the physical environment to his needs?

If thinking changes the conditions under which we live, how are these changes brought about? By the thinking, alone? Or by doing things as the result of thinking? If thinking changes things, should we just sit and think? What would that accomplish?

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The books mentioned on this page may be obtained through the SURVEY Book Department.

Questions on Current Issues

Has Americanization Worked?

Those who feel that whatever America does must always be for the best are sure that our programs of "Americanization" have been truly inspired. Some, however, feel that those programs have gone too far, in that they hold up before immigrants the possibility of a life without work. Others feel they have not gone far enough: that we should not be satisfied until we are sure that every alien has been thoroughly subjugated to the control of "American ideals," whatever those may be. "Americanizers" have encountered many difficulties in dealing with these problems. Life is not completely departmentalized, even for the immigrant. We find it impossible to teach him our "ideals" without contaminating him with our practices. Hence, certain interests are beginning to say that "Americanization" has gone far enough; that we are in danger of educating the immigrant away from work and from that subordination of mind which makes the worker a happy private in the army of industry. Awakening a mind to "ideals" is a precarious business: no one can tell where such a mind is likely to "break out."

1. Does "Americanization" Make Workers?

What is the effect upon the immigrant of these Americanization programs: does he want to be "Americanized"? What does Americanization mean to him? Does it make him a citizen? A member of a political party? Does it make him an accepted member of the community? Does it give him social standing? Does it make him a worker? What sort of a worker? Is an "Americanized" immigrant content to remain an unskilled low-pay worker? If he is, is "Americanization" a desirable program? If he is not, is it a desirable program? Is American industry justified in insisting that the immigrant should be willing to work? If so, should American industry be satisfied with a program of education that tends to undermine this willingness to work? How can the immigrant be "Americanized" and still remain a willing worker? What is the American ideal about work?

2. Should the Immigrant Be Admitted to "America"?

According to some of the advocates of "Americanization," "America" is a set of ideals, traditions, aspirations, not a geographical area. Or, perhaps, a set of ideals, traditions, aspirations which have the right to possess a particular geographical area. What are these ideals, traditions, aspirations? What was their origin? What has been their history? Who are their proper guardians? Did these ideals all come from one race? From one age? From one spot? Are these ideals exclusive? Are they the only ideals there are in the world? Have these ideals existed ever since "America" came into existence? Have they changed in any way in the last hundred and fifty years? Have they grown? If they have not changed, how can they fit the needs of the changed world of today? If they have changed, why should they not change again and again? Can an immigrant from an alien race understand these ideals? If not, should he be permitted to come to America? If he can, should he be permitted to have access to them? If he takes them on, does that make him an "American"? Should he then have all the rights and privileges of any other Americans? Including the right to live by his wits if he can?

If the immigrant prefers to stay outside "America" what can we do about it? Is there some half-way status for him; that is, is there some way by which we can admit him to our industries and still keep him out of our citizenship?

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Do Americans Want Americanization? (p. 75)
The War Department Turns Educator (p. 89).

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ADVENTURES IN SOCIAL WELFARE

Reminiscences of things, thoughts and folks during forty years of social work

By Alexander Johnson

The story of how things began is always interesting if the things amount to anything.

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WHEN all of our immigrants wear Hart Schaffner and Marx clothes, wash daily with Ivory Soap, eat California prunes, speak good English, read The Saturday Evening Post and vote a straight ticket, will they be Americans? Do we want them to be such Americans? In our wild plunges at Americanization, we have set up patterns that none of us fancy for ourselves. And yet we laugh at a fellow who smells like garlic or sounds like Przemysl or looks like Tut-ankh-Amen—and tries to be just himself. A promising bit of prophecy by Ruth Crawford in the May Graphic issue.

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Communications

(*Continued from page* 110)

The reasons do not rest wholly at the door of the organizations themselves. There is a lack of money for field work and fact-finding studies. Many, many local organizations are so smug that they would fail to recognize leadership when they saw it. Nevertheless, it is true that national organizations have not sensed enough the feel of the country. Representatives have passed through town, it is true, but have usually not remained long enough to catch the subtler values of the community—national organizations have not always realized fully that local organizations are on the firing line—that they are dealing with boards on whom there may be many Babbitts, that they are facing local prejudices colored with a mid-Victorian philosophy, that they are handling problems as varied as the kinds of the ubiquitous sparrow.

That there is another weakness somewhere is evidenced from the fact that there has grown up a habit among local societies of circularizing each other for information instead of instinctively turning to the national bodies for it.

One of the chief elements in this loose tie-up between national and local groups is a feeling on the part of the latter that they have no participation in the formulation of policies. This was one of the factors involved in a radical reorganization of the National Tuberculosis Association during the past three years. Meeting of boards of directors are too often held mainly in New York or Washington and executive committees are chosen from a small geographical area. In some instances the pursuit of this policy has led to open revolt.

As the "Engineer" points out, there are many over-organized communities, but that criticism does not hold for the entire United States. Any one who has done social work in the South, for instance, would dispute such a statement. There are still frontier posts, so far as social work is concerned, in the rich middle valley. Indiana has certainly not been over-organized. Its incarceration of the insane in county jails while awaiting admission to hospitals for the insane is a national scandal. In Indianapolis, the capital of the state, there is nothing in the way of a psychopathic ward or hospital.

I do not agree with the solution offered by the "Engineer." Fact-finding, yes, we need a great deal of it. National organizations appreciate the need for research and analysis, but have difficulty in securing the necessary funds. I question the units of measurement which your correspondent would set up. "Multiple counsel," yes, but how will he bring about "multiple administration"? It seems fair to ask for a more lucid explanation of his solution. Personally I shrink from his standard of measurement. It is difficult to control social experimentation; human life cannot be poured into a test tube.

PAUL L. BENJAMIN
General Secretary, Family Welfare Society, Indianapolis, Ind.

TO THE EDITOR: One of the hopeful signs of social work at present is the willingness on the part of its leaders to submit from time to time a record of their activities to the scrutiny of one engaged in another profession. In my opinion, it is only a matter of time when each social agency must so outline its policies and functions, so correlate them with the policies and functions of all other agencies in the same general field, and so visualize the needs of the future that it is at all times fulfilling a legitimate demand for the service it is rendering at any particular moment. Furthermore, competition in the field of solicitation is resulting in a demand that this service be produced at the lowest possible figure in order that the goods, or service, may be marketed at a reasonable price. In addition to low cost of production will also come a demand for the adoption of scientific methods in marketing the goods. Only a little longer are field agents to be allowed to rest content with merely offering the goods for sale. Their task in the future will be to go out and create a demand for the goods put out by the house they represent, not among those whose vision and foresight has discovered the need, but among those for whom the service was originally intended. Later as competition in the field of solicitation becomes keener will there arise a demand for a social service accountant who will not wait until conditions become so bad that a "survey" is necessary to arouse the community out

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of its lethargy, but who will go over the books at regular intervals, ascertain where assets are accumulating, where losses are accruing, and suggest whatever methods are necessary to remedy conditions.

This should not be interpreted to mean that each national agency should at once formulate a *modus operandi* to be followed explicitly by every local agency. Such a policy would be as disastrous as for a clothing manufacturer to insist that every retail dealer in his territory sell clothing of the same weight and style. The plan must be adjusted to fit local conditions.

CHARLES F. ROGERS
Occupational Supervisor, Anti-Tuberculosis League, Cleveland

A Foot-note by the Engineer

TO THE EDITOR: If the national agencies are not functioning in a satisfactory way, to whom is the responsibility finally chargeable? For the purpose of this discussion we submit that after a local agency has reached a certain degree of minimum strength, it, as a member of the constituency of the national agency, must accept its share of the responsibility. Who else is to regulate the agent if the principal does not? Constituencies (the principal) must therefore look in the mirror when they wonder who is responsible for poor work and address themselves to the increase of their capacities for constructively discharging this responsibility.

In many national movements responsibility has not been accepted. Local agencies in general appear to have very naturally chosen to secure as many of the benefits of cooperation with as few of the responsibilities as possible. There are notable exceptions of course, yet the attitude mirrored by prevailing relationships is traceable to that fundamental attitude. If what has been created is worth preserving, it seems evident that the constituency of a given movement must increasingly assume the responsibility for preservation.

So far as the national agencies with which we have had contact are concerned they are manned by sincere, hard-working and well intentioned persons. It is quite apparent, however, that they are confronted by more obstacles than any principal may reasonably leave in the way of an agent for any length of time. The result is that they are compelled to devote an unreasonable proportion of their time and energy to maintaining themselves as going concerns.

Like all other values, nature only yields the values of cooperation at a price. Local agencies may live alone for a time. Media for cooperation may prolong their effective life. The advantages of media for cooperation may not long be availed of without paying the price.

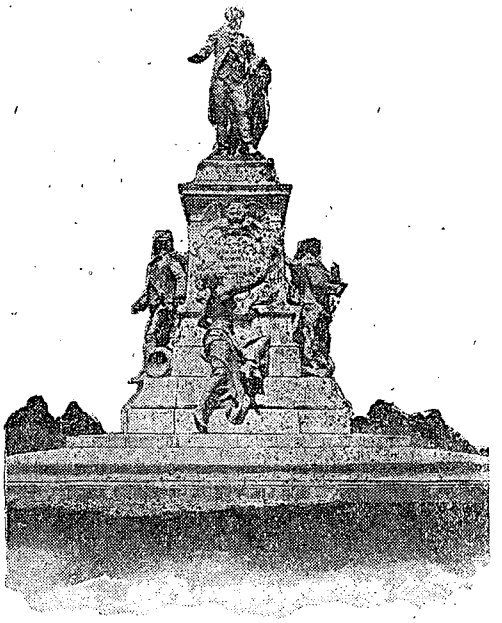
Design and Mass Production

TO THE EDITOR: Reviewers, to be sure, need weapons of defense as well as offense and some reviewers think they are equally skilled in the use of both. For example, a reviewer feels immune against the victims of his comment if he begins with the assumption that the author he dissects lacks "real comprehension," "stays on the surface" and "does not come anywhere near" some question which he, the reviewer, thinks should have been the real point at issue. Such a beginning is a sort of coat of mail, and the author himself is usually big enough to show up the reviewer by not trying to penetrate it with arrows of his own—dulled at the beginning of their flight because the public believes the reviewer, or at least believes him long enough to find out that he is also of the blind.

So we find Bruno Lasker reviewing Charles R. Richards's Art in Industry. He begins as we have indicated and this makes the review an easy one to write, but not—for others, who have more practical contact with the field—to read.

We shall not attempt to review Bruno Lasker's review, but we may be pardoned the belief that a reviewer for the SURVEY GRAPHIC might be expected to know what a *survey* is. Professor Richards's book *is* a survey. Its effectiveness as a report and the vitality of its conclusions derive their motive power from findings in the fields surveyed.

A survey of your lot gives you the lay of the land, figures and findings regarding it; it does not tell you that if you were a better farmer than presumably you are you could grow sweet corn on it instead of the potatoes with which you are already having fine success.



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THE JOURNAL OF SOCIAL FORCES

Chapel Hill, North Carolina

Art in Industry was undertaken for a very specific purpose explained in these words, quoting the very first sentence of the preface (and it is part of the reviewer's religion always to read the preface): "The object of the survey embodied in the following report is to ascertain as accurately as possible the situation existing in America's art industries as to standards of design and the conditions that at present operate to limit these standards. The report is based on no theory or traditional point of view, but has sought to be thoroughly objective in its attitude and methods."

We cannot read into this any intention on the part of the author to discuss "the future of the handcrafts" or the "real trend of public taste not only in this country but everywhere," which Mr. Lasker thinks should have been treated and on the basis of which he criticizes Professor Richards's findings. The volume is concerned with a definite task and has completed it, we think, in a manner and with results that, barring detractions by incompetents, should be of telling value for the advancement of design in American industrial art.

ENEMY OR TOOL

Mr. Lasker's view is clouded by certain incorrect or inadequate information regarding mass production and the function of the machine.

The machine remains a tool no matter how many belts and gears and dynamos may be concerned in its operation. A tack hammer is a tool and a trip hammer is also a tool. The difference is one of size or power or complexity. The power-driven Jacquard loom is a complicated tool, but its utility is identical with, though greater than, that of the hand loom. The point at issue is not that of mechanical execution, not of the means of production used, but of the *design fed to the machine*. Mr. Lasker believes with many others, we take it, that the machine is responsible for the bog in which American taste was mired during the nineteenth century. Responsibility can hardly be fastened upon an inanimate thing, upon a device or mechanism.

Responsibility for this great slump in design must be laid at the door of those who misused the machine for ulterior ends. For these abuses of the tool, the uncanny mechanism was first an intriguing toy and then a golden opportunity for quick turnover.

Did the craftsmen come to the rescue then with fine models for the machines to emulate or pattern after? To the contrary, they fought the machine and still see in it their great enemy, instead of an opportunity.

The machine can do no better than seek to execute as well as the craftsman. Bearing in mind the results exhibited in the last Silk Exposition we begin to wonder if craftsmen or women could be found capable of producing the outstanding weaves there exhibited. Yet there lies their opportunity—to design for the machine.

Many demurrers are put in at once: craftsmen cannot work with such tools. Why not? Because they are power-driven, or because the hard work on them must be done by operatives? Have not craftsmen always had to bow to the possibilities of their tools? The modern industrial art producer does the same thing.

Mr. Lasker insists that design must lead and the technical expedients must follow. We reply that that is exactly the case, and at the same time we assert that the converse must also be true. As the craftsman's tools have always limited his ideal while his ideal always invited new inventions to improve his tools, so does the modern machine limit the designer while at the same time the design inspires always new inventions to improve the machine.

IT'S PRETTY, BUT IS IT ART?

No, the trouble is not with the machine. The trouble lies, as Art in Industry makes clear, with the quality of design available for the machine to execute, with the means available for training designers, with particular circumstance in given industries, and with certain conditions best described as sociological which really have to do with organization, business competition, labor, methods of distribution and the low standard of public taste in the matter of design.

It is the sheer complexity of the machine in industrial art production that has prevented many from understanding its real place and merits. Yet its complexity has but kept step

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with that in life generally. Everything we do and think has grown complex in like degree.

We cannot do without the machine. Nor can we do without the craftsman. They are not enemies but collaborators. The craftsman must learn to understand these complex machines, to work for them, and to master them. If he has this much to his credit and his design then calls for still other devices, inventors will provide them literally over night.

Nor will this mean that the craftsman doing the whole work himself, as an individual, can be dispensed with. In a well ordered social system, with cultural standards, the craftsman's work gives the keynote in design for machine production to follow. In that respect our own system is certainly not well ordered. Is it perhaps because we have too few good craftsmen?

We do not join in the adulation of the craftsman current among those who attack the machine but buy its products. A good craftsman is a godsend; a poor one is less useful to the community than the most humdrum union operative.

These are lines in which Mr. Lasker, in turn, fails to "show any real comprehension." He needs above all to get a few close-ups of design on its way through the mill and a few more of the finished object on its way from distributor to consumer to appreciate what Professor Richards sought to find out, and to understand his conclusions.

THE FALLACY OF "ARTISTIC TEMPERAMENT"

Among other things he will find, for instance, that design may also be subject to sociological conditions, that it may suffer from a capital-and-labor disease. Also he may learn that the notion that designers should be free entirely from all restrictions which control other walks of life is a burst bubble. Of course, "artistic temperament" is frowned upon in trade. It ought to be frowned upon anywhere. Temperament has done more to hamper art appreciation than lack of public taste. It belongs in places where flowing neckties in the male and cultivated ugliness in the female are proofs of artistic prowess. What is needed in design, whether in industry or elsewhere, is not artistic temperament but plain, solid, hard-earned artistic ability, which means a development of natural aptitudes, or talents with the aid of work, study and infinite pains toward a productive end.

Of course designers deteriorate if they work in the same line steadily, whether for one concern or a number. But the cause is again sociological and of a piece with similar faults among other types of workmanship. It has nothing to do with the machine. Organized industry will naturally find its advantages wherever it can at least cost of cash and effort. Fertility of imagination soon passes, because this means breadth of contact and freshness of vision.

These conditions, so far as designers are concerned, are on the mend. They are gradually receiving a deserved and necessary freedom, which not only means a grace to the designers themselves, but signifies further an awakening among their employers.

Finally, may we emphasize again the fact that Art in Industry is a survey undertaken with a purpose stated in good, clear English, that its value lies in the fact that it *is* a survey, and finally that *as* a survey it is prolific of endless advantages for American industrial art. Certainly Professor Richards has not set out to prove that we need to put art into industry by taking industry out of art.

RICHARD L. BACH
Associate in Industrial Arts, Metropolitan Museum of Art, New York

The Gregarious Instinct

TO THE EDITOR: Mr. Cooley's article in the January SURVEY GRAPHIC is a joy. It is a refreshment to read a man who can see something in instinct besides the tendency to do particular things.

There is one little criticism I want to make, namely, as to Mr. Cooley's scepticism about the "gregarious" instinct, of which he says he is not aware that there is any such evidence of its existence as there is of an instinct of fear or anger. That is true. The evidence is not so obvious, but is not there conclusive evidence in the universal tendency of children to form in groups, to play first group cooperative and then group competitive games, for young men to form societies

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as in college—of which the alleged object is obviously only an excuse for getting together—and above all, introspectively in the fact that a person's feeling about the group is clearly a sense of feeling and acting *as* the group, of being the group, or in the truest sense a member (hand, foot, head or whatever part)?

Sympathy does not in the least account for the phenomena. One dog may sympathize with another dog running round, but that feeling would lead him to pick stones out of the way of the other dog or put them in his way if he thought he liked jumping over them, not to go running round with him. Sympathy with another person's singing would not make you want to go and sing with him; perhaps quite the reverse.

Has anybody ever given any account of what the feelings of a chorus, crew, team, town meeting, nation, army, or mob really are—of what is meant by *esprit de corps*—which leaves out the group sense? Is there any comprehensible law of partnership or of corporations that does not imply the spiritual existence not of the members acting toward each other and toward the public, but of the group?

See opinion of Sir George Jessel, Master of the Rolls, in the case of *Pooley vs. Driver*, 5 Chancery Division, 458, quoted on page 359 of my book on Play in Education.

The thing simply can't be done.

JOSEPH LEE

Boston

Joy in Work

TO THE EDITOR: I was much interested in noting in a recent number of the SURVEY a series of articles on Joy in Work, a theme whose merit entitles it a much larger attention than it generally receives. Not long ago I was talking with the Master of Pembroke College, Cambridge, England, and the conversation turned for a moment on the beauty of the windows of the famous chapel of Kings College. He remarked to me that they were produced by common Cambridge craftsmen working at a few pence per day under the direction of masters who received but little more.

I could not but think that such work is possible only to those who love their work and in the doing of it they so identified themselves with their work that in the combined beauty of the whole the work grows in beauty and the workmen in skill and character.

I have seen the process manifesting the same fruit in all sorts of fields of labor, in work highly arduous and prolonged, e. g. of my own mother in her country home as a farmer's wife, of an early friend engaged as a farm laborer, of merchants, of teachers of men, of preachers, of mechanics—of one, a great physician, who once remarked to me concerning his only son about to enter the profession with him: "I could not think of myself as being engaged in any other work."

There is no greater error than the associating so much dullness and wearisomeness with the industrial round of life. The evil lies not in what is, but what we think it is. But it is perfectly plain that the business of industry is to provide the opportunity, through adequate leisure and education a provision for good entertainment for the cultivation of many and varied interests. The heavy stress that men now seem to lay upon practical training, using the word "practical" as ordinarily employed, needs a vast supplementation.

F. TRINDLEY

Sarasota, Fla.

Postage Due!

TO THE EDITOR: Some time since I used your columns to protest to social workers against common practice and lack of finesse on the part of social workers in sending out questionnaires.

Having now settled that problem (sic!), I should like to attack another lack of consideration on the part of professional social workers which merits attention.

Today's mail brings me a two cent due envelope containing a piece of printed matter upon which the sender—a social working organization ostensibly none too highly endowed financially—had already paid two cents. I assume that sending out a large issue of these booklets as first class mail was deliberate; that the calculated additional one cent cost over third class postage was assumed as a matter of good business judgment. But what can be said of the business methods of this association

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when it is apparent that a sample envelope was not scaled to make sure that sufficient postage was attached?

Few advertisers would *dare* to risk stirring up a prospect list by such a blunder and I wonder if social work organizations can *afford* to? And yet, as I have intimated above, this experience is not unique. In fact, it has happened sufficiently often and from such diverse sources, as to make it appear to me that a problem and not a mere error is being cited here.

PROSPECT LIST

Guarding the White Birth-Rate

TO THE EDITOR: In your editorial, "Forbidden Information," February 15, 1923, you quote from my booklet, The New Family, which the Virginia Bureau of Vital Statistics mails to newly married couples with a companion booklet, "Feeding the New Family."

The first applies to the prevention of conception and reads as follows: "Physicians know that any means used for the prevention of conception is not only a violation of Divine and human law, but is harmful to the health of the woman as well."

The second part of the quotation does not apply to this at all, but is taken from another paragraph relating to criminal abortion, the whole reading as follows: "Human life begins at the moment of conception, and its destruction is a direct violation of the command, 'Thou shalt not kill.' The state law makes all who take part in this crime punishable by confinement in the state prison."

The birth control people do not dare advocate the practice of this form of crime, but use more subtle means accomplishing the same purpose with less risk.

Divine law, however, makes no distinction.

W. A. PLECKER, M. D.
State Registrar of Vital Statistics, Richmond, Va.

[We regret the telescoping of two paragraphs into an inaccurate quotation. Correspondence which Dr. Plecker encloses with his letter throws further light on his position, and we quote as follows:

"I have watched with much anxiety the steady decrease in the birth rate of our native-born American stock, and the rapid increase of undesirable foreigners.

"New York State showed in 1917 a birth-rate of 17 per 1,000 of native born and the marvelous rate of 90 and 91 amongst immigrants from Eastern and Southern Europe.

"This immigration and high birth-rate has already converted some of the New England states, and some cities, as New York, Chicago and Boston, into foreign settlements.

"The Japanese and Chinese are already bringing about the same situation upon the Pacific Coast.

"The white population of Virginia and other Southern states is largely of the pure American, Nordic stock, and capable, under favorable environments, of perpetuating the race.

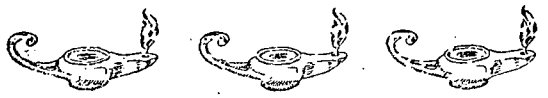
"In my humble way, I am doing what I can in connection with my regular work, to create a sentiment in Virginia against any influences that will decrease our white birth-rate, while instructing mothers how to guard the health and lives of the infants they bear."

THE EDITOR.]

Cleaning Seattle Offices

TO THE EDITOR: The article which appeared in the January SURVEY MIDMONTHLY, "Scrubbing Skyscrapers," in which conditions existing among some of the women office cleaners in the New York financial district were described, interested me greatly. Slightly less than one-third of the employes of the large building management concern in Seattle where I am doing personnel work, are women office cleaners.

The big problem which the article raises will remain unsolved as long as office hours in large buildings are what they are today, and as long as social and industrial conditions are such that some women have to add to family earnings. We do feel, however, that our situation is a great improvement over that described in your article. This is partly due, of course, to the fact that the congestion and consequent bad living conditions that exist in New York do not exist to anything like the same extent in Seattle, and to differences in population between cosmopolitan New York and Seattle. We like to be-



To members of this year's graduating classes, and to recent college graduates; to students from foreign countries, and to social workers with some experience, the school offers *six fellowships* of $1,200 each. These offer candidates in each of these groups opportunities to obtain nine months of training in New York, beginning in October. Your application must be filed before April 21st. Send immediately for application blank.

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SURVEY GRAPHIC FOR MAY

The Next Fifty Years in Social Work

Articles by
Haven Emerson, M. D.
Robert Bruère
Geddes Smith
Ruth Crawford
Bruno Lasker
Joseph K. Hart

A Spring Book Section

Contributions by
Theodore Dreiser
Mary Roberts Rinehart
Clement Wood
Robert W. Kelso
George B. Mangold
Vida Clark
Raymond Moley
Agnes Murray Chamberlayne
and others

lieve, however, that there are other factors that make the statistics for our sixty-eight women show up more favorably than those for the three hundred and eight women in New York.

We are careful in our selection of women to do office cleaning. They must pass a physical examination and convince our doctor that they have the physique to do as hard work as this in the hours required—the best we have been able to work out. We are intimately acquainted with the homes and families of all the women, through visits to their homes and through the contacts made in various social gatherings throughout the year.

They are given periodic re-examinations, and if it appears that this work added to their family responsibilities is injuring their health, we help them to make necessary changes. All the women may have free medical care in case of illness, and after six months of service they may draw as much as six weeks' pay during illness in any one year. The fact that only six of our women have drawn sick-leave this winter, and three of those as the result of accidents outside of working hours, would seem to indicate that the work is not injurious. Every woman has a week's vacation after six months of service and two weeks' vacation after a year or more of service. The company has a recreation camp on the shores of Puget Sound twenty-five miles from the city, where they may spend their vacations without housing or transportation charges. We have an annual picnic at the camp, a Christmas party and a spring dance, when they have a chance to get acquainted with everyone else who works for the company.

Attractive rest-rooms and dressing-rooms equipped with steel lockers, showers and adequate dressing facilities are provided. Each woman is furnished three attractive uniforms and a cap each year—and no other dress may be worn at work. A rest period is provided at night and in the morning, and hot coffee is served in our tea-room at these times without charge to the women. We have a graded scale of pay, an increase being granted at the end of six months and at the end of a year's service. We have no definite plan after that, but have granted increases at the end of five and ten years. Our one woman who has worked for us over ten years received a $100 bonus and a month's vacation, in addition to the regular increases, at that time. Our rate of pay for this class of work is above the market rate for Seattle.

Pay ranges from $.39 per hour to $.47, according to the length of service and the nature of the work. The average monthly earnings run from $40 to $90 per month. No women do any wet mopping or scrubbing; the heaviest work is cleaning walls, for which the pay is $.45 and $.47. Fifty-two women work shifts of from four to seven and a half hours, starting at 5:30 P. M. The others work a four-hour shift starting at 4 A. M., dusting only. One woman works a four-hour shift both night and morning.

Our women are not referred to as "scrubwomen." They are high-grade women, commanding the respect of the company and of our tenants. One has worked with the company fourteen years and twenty-four for more than four years. Fifty-four are American citizens; all read and write English; thirty-four, or just half, live in houses which they own. Forty-two are married women whose husbands earn small wages or are intermittently employed; all the others are widows. All but twenty-one have one or more children or grandchildren to care for.

We believe that further work along the lines we are following can do much to make the condition of all women doing this class of work more favorable, against the time when the big social and economic problems involved shall be nearer a solution.

HELEN A. CARNES
Personnel Director for the Metropolitan Building Company, Seattle, Washington

Standing on Their Tails

To THE EDITOR: I have worked this outline over several times. What do you think of it?

My main purpose in preparing it was to show that constructive work is the first item in a social program. Most programs, as being worked out, are standing on their tails. It can't be done.

E. T. HARTMAN
The Child Federation, Philadelphia

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The Field of Social Work Analyzed

(*See note in adjacent column*)

I. CONSTRUCTIVE (Working towards the desired ends)

A. Health Promotion (Efficient life is the first consideration)
To be born right and to grow right is the basic task. Upon it depends the evolution of the soul, the development of the mind and fitness to do the tasks of life. It involves prenatal care, nutrition, personal hygiene, mental hygiene, mouth hygiene, eye hygiene, sex hygiene, industrial hygiene, community hygiene, home hygiene, health centers, health nursing, play, physical training, housing, recreation.

B. Social Ethics (The sense of equitable relationships, justice)

C. Education
This involves the schools and many of the items under A, especially mental hygiene. It involves play and physical training because of their part in education and growth.

D. Civics (The promotion of civic ideals and of right governmental action)

E. Economics (The promotion of the economic independence of the individual. Based largely on the preceding, especially A, B and C, and influenced by D)

II. PREVENTIVE (Avoiding dangers after symptoms have developed or when the inducing conditions and preventives are known)
All under I is preventive, but its object is health of all kinds.

A. Disease (Such as preventives of smallpox, diphtheria, etc., and mouth hygiene)
The most effective preventives lie under I, A.

B. Social Injustice (Changes in basic ideals, customs, laws, etc.)
Under preventives of an anti-social attitude, after the symptoms are observed: Probation, Juvenile Courts, Domestic Relations Courts, Prison Reform, Prevention of Cruelty, etc., and regulation of Child Labor, Hours of Labor, Wages, Industrial Accidents, Health in Industry, etc.

C. Defectiveness and Illiteracy (The preventives lie in more intensive mental hygiene and adjustments with environment, along with building up the body. The need indicates too little done under I.)

D. Civic Corruption (Changes in governmental forms, political readjustments, the development of civic ideals, etc. The need shows a failure under I.)

E. Poverty (Prevented by regulating relations between employer and employes, improvidence, sickness, ignorance, crime, etc.)

III. REMEDIAL (Therapeutic measures lie mainly under I but also with the materia medica of the body, the mind and the spirit)

A. Sickness (Through hospitals, dispensaries, nursing, etc.)
Efficient work under I reduces the volume here and is the only way to make the problem manageable.

B. Delinquency (Anti-social acts and attitudes)
Through probation, indeterminate sentence, courts, prisons, parole, etc. (The aim in all this should be to rehabilitate, not to punish.)
I supplies the basic remedy.

C. Insanity, Defectiveness, Illiteracy
(Insanity and marked defect are most generally recognized and handled. The remedial program should recognize less marked degrees of defect and illiteracy, which are much more possible of cure)
For the insane, mainly custodial, though there is promise in occupational therapy, etc.
The remedy, before the fact, lies under I.

D. Anti-civic (The typical politician, the bulk of modern politics. The remedy lies in a proper emphasis on all under I)

E. Poverty (Related to A, B, C and D)
Covered now mainly through poor relief and efforts at economic rehabilitation.
It deals with those poverty stricken and dependent because of our economic system, death, accident, neglect, abuse, etc.
The fundamental remedy lies under I.

Announcing

The Better Times Syndicate

on Civic Development and Social Progress

Better Times, New York's Welfare Magazine, has started a monthly syndicate service of articles and cartoons by persons of national prominence on city planning, public health, recreation, education, safety, housing and other civic and social problems. "What Other Cities Are Doing" is a regular feature.

Publications in 60 different cities have already subscribed for the service. Among the daily newspapers are the *Chicago Daily News*, the *Buffalo Enquirer* and the *Minneapolis Journal*. A large number of Chamber of Commerce publications have subscribed. The material furnished saves the time of the editor and enables him to make the publication more interesting to its readers and more valuable to its organization and to its community. A number of Community Chests and other social agencies are also taking the service for use in their house organs and Bulletins. Other social agencies are subscribing for the service even though they do not issue any publications, and are releasing the syndicate material to the local press.

Articles by the following persons have appeared or will appear: Walter Camp, Dr. George E. Vincent, President of the Rockefeller Foundation; Homer Folks, President of the National Conference of Social Work; Theodore Roosevelt, Assistant Secretary of the Navy; Lawson Purdy, President of the National Conference on City Planning; Hendrik Willem Van Loon, author of "The Story of Mankind"; Judge Elbert H. Gary, Chairman of the Board of the U. S. Steel Corporation; Margaret Widdemer, and others of equal prominence. Gordon Grant is furnishing a series of "When a City Sees Tomorrow" cartoons.

As the Syndicate is not a commercial enterprise, the prices are extremely reasonable. Free samples of the material furnished and full details will be gladly sent on request to any one interested. The names of local publications which in the opinion of SURVEY readers might be interested in hearing of this service will be appreciated.

The Better Times Syndicate, 102 Gold St., New York

EVEN a deaf man must have noticed that the rattle of machines has been drowned out by the noise of industrial dispute. Industry has become a family row. Why? The main business of industry, say the engineers, is to produce cheap and abundant goods. The main business of industry, say the socially-minded, is the satisfaction of human wants and the liberation of men. And the logical next step in the development of social work, says Robert W. Bruère in the May Graphic number, is the rounding out of the program of human liberation which began in the case work of the friendly visitor; it lies in the field of industrial democracy. The well reasoned argument of a man who was a family case worker before he became an industrial expert.

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THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

THE AMERICAN ASSOCIATION OF HOSPITAL SOCIAL WORKERS—Miss M. A. Cannon, president, 105 East 22nd Street, New York City; Miss Lena R. Waters, executive secretary, The Johns Hopkins Hospital, Baltimore, Md. Organization to promote development of social work in hospitals and dispensaries. Annual meeting with National Conference of Social Work.

AMERICAN ASSOCIATION FOR ORGANIZING FAMILY SOCIAL WORK—Mrs. John M. Glenn, chairman; Francis H. McLean, field director; David H. Holbrook, executive director, 130 East 22nd St., New York. Advice in organization problems of family social work societies (Associated Charities) in the United States and Canada.

AMERICAN CHILD HEALTH ASSOCIATION (formerly American Child Hygiene Association and Child Health Organization of America)—Headquarters, 532 17th St., N. W., Washington, D. C.; Administrative Offices, 370 7th Avenue, New York. Herbert Hoover. President; L. Emmett Holt, M.D.; Livingston Farrand, M.D.; Thomas D Wood, M.D.; 1st, 2nd, 3rd Vice-Presidents, respectively; Corcoran Thom, Treasurer; Philip Van Ingen, M.D., Secretary. To promote health among children from conception to maturity—this to be accomplished through cooperation with parents, doctors, nurses, teachers, and other health workers; by dissemination of scientific information and teaching methods in schools, through conferences, addresses, pamphlets, publicity material, and a monthly magazine, "Mother and Child."

AMERICAN COUNTRY LIFE ASSOCIATION—K. L. Butterfield, president; A. R. Mann, vice-president; E. C. Lindeman, executive secretary; Nat T. Frame, Morgantown, W. Va., field secretary. Emphasizes the human aspect of country life. Membership, $3.00.

AMERICAN HOME ECONOMICS ASSOCIATION—Lenna F. Cooper, secretary; Battle Creek Sanitarium, Battle Creek, Mich. Organized for betterment of conditions in home, schools, institutions and community. Publishes Journal of Home Economics. 1211 Cathedral St., Baltimore, Md.

AMERICAN PEACE SOCIETY—Founded 1828, labors for an international peace of justice. Its official organ is the Advocate of Peace, $2.00 a year. Arthur Deerin Call, secretary and editor, 612-614 Colorado Building, Washington, D. C.

AMERICAN PRISON ASSOCIATION—Annual Congress of American penologists, criminologists, social workers in delinquency. Next Congress Boston, Massachusetts, September 13-19, 1923. E. R. Cass, General Secretary, 135 E. 15th St., New York City.

AMERICAN SOCIETY FOR THE CONTROL OF CANCER—Frank J. Osborne, executive secretary; 370 Seventh Ave., New York. To disseminate knowledge concerning symptoms, diagnosis, treatment and prevention. Publication free on request. Annual membership dues, $5.00.

AMERICAN SOCIAL HYGIENE ASSOCIATION—370 Seventh Ave., New York. To promote a better understanding of the social hygiene movement; to advance sound sex education; to combat prostitution and sex delinquency; to aid public authorities in the campaign against the venereal diseases; to advise in organization of state and local social hygiene programs. Annual membership dues $2 including monthly journal.

THE CHILD WELFARE LEAGUE OF AMERICA—C. C. Carstens, Director, 130 E. 22d Street, New York City. A League of children's agencies to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches and other groups to work out worth-while results in phases of child welfare in which they are interested.

COUNCIL OF JEWISH WOMEN—305 West 98th St., New York. Rose Brenner, president; Mrs. Harry Sternberger, executive secretary. Promotes civic cooperation, education, religion and social welfare in the United States, Canada, Cuba, Europe.
Department of Immigrant Aid—799 Broadway, Mrs. S. J. Rosensohn, chairman. For the protection and education of immigrant women and girls.

COMMUNITY SERVICE—315 Fourth Avenue, New York City. A national civic movement for promoting citizenship through right use of leisure. It will, on request, help local communities work out leisure time programs. H. S. Braucher, Secretary.

EUGENICS REGISTRY—Battle Creek, Mich. Chancellor David Starr Jordan, president; Dr. J. H. Kellogg, secretary; Prof. O. C. Glaser, executive secretary. A public service for knowledge about human inheritances, hereditary inventory and eugenic possibilities. Literature free.

FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA—Constituted by 30 Protestant denominations. Rev. Chas. S. Macfarland, Rev. S. M. Cavert, general secretaries; 105 East 22nd St., New York.
Commission on the Church and Social Service—Rev. Worth M. Tippy, executive secretary; Rev. F. Ernest Johnson, research secretary; Agnes H. Campbell, research assistant; Inez M. Cavert, librarian.

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INTERNATIONAL COMMITTEE OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—First appointed 1854, located New York City 1866, incorporated 1883. Headquarters office, 347 Madison Avenue, New York City, N. Y. Telephone Vanderbilt 1200. Branch offices, Chicago, Atlanta, Denver. Chairman, James M. Speers; Treasurer, B. H. Fancher; General Secretary, John R. Mott. The Committee maintains a staff of executive and traveling secretaries for service in the interests of the Young Men's Christian Associations at home and abroad.

JOINT COMMITTEE ON METHODS OF PREVENTING DELINQUENCY—Graham Romeyn Taylor, Executive Director, 52 Vanderbilt Avenue, New York. To promote the adoption of sound methods in this field, with particular reference to psychiatric clinics, visiting teacher work, and training for these and similar services; to conduct related studies, education and publication; and to interpret the work of the Commonwealth Fund Program for the Prevention of Delinquency.

NATIONAL ALLIANCE OF LEGAL AID SOCIETIES—Officers: President, Albert F. Bigelow, 111 Devonshire Street, Boston; Secretary, John S. Bradway, 133 South 12th St., Philadelphia; Chairman of Central Committee, Leonard McGee, 239 Broadway, New York. This organization was formed in 1912 as a national association of all legal aid societies and bureaus in the United States to develop and extend legal aid work. Copies of Proceedings of convention in December, 1922, including report on relation between social service and legal aid, may be had on request.

NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS—Mrs. Robert E. Speer, President; Miss Mabel Cratty, General Secretary, 600 Lexington Avenue, New York City. This organization maintains a staff of executive and traveling secretaries to cover work in the United States in 1,152 local Y.W.C.A.'s on behalf of the industrial, business, student, foreign born, Indian, Colored and younger girls. It has 174 American secretaries at work in 55 centers in the Orient, Latin America and Europe. The National Board also maintains a National Training School of graduate type at 135 East 52nd Street, New York City, for the professional training of its leadership. The training is given in two parts. The preliminary course consists of six weeks of lecture work (generally given in the summer session) and nine months practical experience on salary under supervision. The advanced course requires a full year of resident academic study, upon the successful completion of which a professional certificate is granted. Special emphasis is placed upon training in group work.

NATIONAL CATHOLIC WELFARE COUNCIL—1312 Massachusetts Avenue, N. W., Washington, D. C.
General Secretary, Rev. John J. Burke, C.S.P.
Departments—Education Laws and Legislation, Social Action, Press and Publicity, Lay Organizations (National Council of Catholic Men and National Council of Catholic Women.)
National Catholic Service School for Women, 2400 Nineteenth Street, N. W., Washington, D. C.

NATIONAL CHILD LABOR COMMITTEE—Owen R. Lovejoy, secretary; 105 East 22nd St., New York. Industrial, agricultural investigations. Works for improved laws and administration; children's codes. Studies health, schools, recreation, dependency, delinquency, etc. Annual membership, $2, $5, $10, $25 and $100; includes monthly bulletin, "The American Child."

NATIONAL CHILD WELFARE ASSOCIATION, INC.—Charles F. Powlison, general secretary, 70 Fifth Ave., New York. Originates and publishes exhibit material which visualizes the principles and conditions affecting the health, well being and education of children. Cooperates with educators, public health agencies, and all child welfare groups in community, city or state-wide service through exhibits, child welfare campaigns, etc.

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE—Dr. Walter B. James, pres.; Dr. Frankwood E. Williams, med. dir.; Dr. Clarence J. D'Alton, executive assistant; Clifford W. Beers, sec'y.; 370 Seventh Avenue, New York City. Pamphlets on mental hygiene, nervous and mental disorders, feeble-mindedness, epilepsy, inebriety, criminology, psychiatric social service, backward children, surveys, state societies. "Mental Hygiene," quarterly, $2 a year; "Mental Hygiene Bulletin," monthly, $.25 a year.

NATIONAL CONFERENCE OF SOCIAL WORK—Homer Folks President, New York; W. H. Parker, Secretary, 25 East Ninth Street, Cincinnati, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The fiftieth annual meeting and Conference will be held in Washington, D. C., May 16-23, 1923. Proceedings are sent free of charge to all members upon payment of a membership fee of five dollars.

NATIONAL COMMITTEE FOR THE PREVENTION OF BLINDNESS—Edward M. Van Cleve, managing director; Lewis H. Carris, field secretary; Mrs. Winifred Hathaway, secretary; 130 East 22nd St., New York. Objects: To furnish information, exhibits, lantern slides, lectures, publish literature of movement—samples free, quantities at cost. Includes New York State Committee.

NATIONAL CONSUMERS' LEAGUE—44 East 23rd St., New York. Mrs. Florence Kelley, general secretary. Promotes legislation for enlightened standards for women and minors in industry and for honest products; minimum wage commissions, eight-hour day, no night work, federal regulation food and packing industries; "honest cloth" legislation. Publications available.

NATIONAL FEDERATION OF SETTLEMENTS—Robert A. Woods, secretary; 20 Union Park, Boston. Develops broad forms of comparative study and concerted action in city, state and nation, for meeting the fundamental problems disclosed by settlement work; seeks the higher and more democratic organization of neighborhood life.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—Member, National Health Council—Anne A. Stevens, R.N., Director, 370 Seventh Ave., New York. For development and standardization of public health nursing. Maintains library and educational service. Official Magazine, "Public Health Nurse."

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NATIONAL URBAN LEAGUE—For social service among Negroes. L. Hollingsworth Wood, president; Eugene Kinckle Jones, executive secretary; 127 East 23rd St., New York. Establishes committees of white and colored people to work out community problems. Trains Negro social workers. Publishes "Opportunity"—a "Journal of Negro Life."

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION—Anna A. Gordon, president, Headquarters, 1730 Chicago Ave., Evanston, Ill. To secure effective enforcement of the Eighteenth Amendment, to advance the welfare of the American people through the departments of Child Welfare, Women in Industry, Social Morality, Scientific Temperance Instruction, Americanization and other allied fields of endeavor. Official publication, "The Union Signal," published at Headquarters.

NATIONAL WOMEN'S TRADE UNION LEAGUE—Mrs. Raymond Robins, Honorary President; Mrs. Maud Swartz, President; 311 South Ashland Blvd., Chicago, Ill. Stands for self-government in the work shop through organization and also for the enactment of protective legislation. Information given.

PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA—1 Madison Ave., New York. Joseph Lee, president; H. S. Braucher, secretary. Special attention given to organization of year-round municipal recreation systems. Information available on playground and community center activities and administration.

PROPORTIONAL REPRESENTATION LEAGUE—To secure representation for all. C. G. Hoag, secretary, 1417 Locust St., Philadelphia. Membership, $2.00, entitles to quarterly P. R. Review.

THE RACE BETTERMENT FOUNDATION—Battle Creek, Mich. For the study of the causes of race degeneracy and means of race improvements. Its chief activities are the Race Betterment Conferences, the Eugenics Registry, and lecture courses and various allied activities. J. H. Kellogg, president; B. N. Colver, secretary.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—John M. Glenn, director; 130 East 22nd St., New York. Departments: Charity Organization, Child-Helping, Industrial Studies, Library, Recreation, Remedial Loans, Statistics, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

TUSKEGEE INSTITUTE—An Institution for the training of Negro Youth; an experiment in race adjustment in the Black Belt of the South; furnishes information on all phases of the race problem and on the Tuskegee idea and methods. Robert R. Moton, principal; Warren Logan, treasurer; A. I. Holsey, acting secretary, Tuskegee, Ala.

WORKERS' EDUCATION BUREAU OF AMERICA—Spencer Miller, Jr., secretary, 465 W. 23rd St. A clearing-house for Workers' Education.

Where Is The Money Coming From?

TWO reprints from articles in THE SURVEY which answer practical questions on how to organize and conduct federations of social agencies, where and why federations have succeeded.

Financial Federations

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By EDWARD T. DEVINE
Contributing Editor THE SURVEY

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The Mid-West Spirit: Louisville
Where It Works: Cleveland and Detroit
The National Agencies: General Considerations

Price 50 cents; 3 copies $1; 25 copies $6, postpaid

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112 East 19 Street, New York

Book Reviews

(*Continued from page* 108)

economic experiments now going forward under the British mandate have given world importance. The historical events of the last few years are described by an eye-witness, and pen sketches are given of many interesting people and places. Outstanding problems are discussed with discernment though not in every case with sufficient thoroughness for the student of politics. The book is briefly introduced by the late Lord Bryce.

POVERTY—A STUDY OF TOWN LIFE, *by B. Seebohm Rowntree. New Edition. Longmans, Green & Co. 496 pp. Price $1.75 postpaid of the* SURVEY.

It is surprising that Mr. Rowntree has thought it worth while to issue a new, unrevised edition of his famous book, reprinted from the 1902 edition with only a new preface. Not only have his own subsequent studies added greatly to his and our knowledge of the economic and social causes of destitution, but the standards on which his "poverty line" was based have altered, both as regards the conception of normal requirements of life and scientifically established physiological minima. The optimism that pervades the new preface also is surprising, coming from one so intimately acquainted with the facts, and is explained only by the exclusion of all but the most material considerations of welfare.

AMERICANS IN EASTERN ASIA, *by Tyler Dennett. Macmillan Co. 725 pp. Maps. Price $5 postpaid of the* SURVEY.

A comprehensive, authoritative and non-partisan review of American policy towards the Far East to the end of the nineteenth century—showing the failure and dangers of isolated action and the need for cooperation both with the oriental and the European powers to insure the peaceful development of China, Korea and Japan in the interests of their own peoples, of American commerce and of humanity. Mr. Dennett in a previous smaller book has proved himself an observer of realities in the East; to this the present study adds a keen power of historical criticism.

THE LAND QUESTION SOLVED, *by Robert Murray. Foreword by Robert Smillie. Labor Publishing Co. 61 pp. Paper. Price 1s. 6d.*

One of several recent attempts to reconcile the principles of the single taxers with those of the land nationalizers. Its main proposal is for a form of land nationalization which neither expropriates present owners without compensation nor makes a compensation which would merely create a new form of perpetual economic privilege at the expense of the community; namely, a grant of fifty years' use of land from the date of national purchase, free of rent.

FAREWELL TO AMERICA, *by Henry W. Nevinson. B. W. Huebsch. 13 pp. Price $.50 postpaid of the* SURVEY.

Mr. Nevinson's parting fling at America—a pungent, good-humored hymn of hate—"Good-bye to standardized villages . . . good-bye to miles of advertisement imploring me in ten-foot letters to sleep with innocence in The Faultless Nightgown . . . Good-bye to the invariable slab of ice-cream . . . good-bye to the indiscriminate appetite which gulps lectures as opiates, and 'printed matter' as literature . . . I am going home!"

PARENTHOOD AND CHILD NATURE, *by Edna Dean Baker. Macmillan Co. 178 pp. Price $1.50 postpaid of the* SURVEY.

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RATES: Display advertisements, 25 cents per agate line, 14 lines to the inch. Want advertisements, 8 cents per word or initial, including the address or box number, for each insertion, minimum charge, $1.50. Discounts on three or more consecutive insertions. Cash with orders. Copy for the next issue should be in by April 14th.

Address Advertising Department **THE SURVEY** New York City 112 East 19th Street

WORKERS WANTED

WANTED: Case worker trained in standard school social work. Field experience preferred. Eastern Pennsylvania city near Philadelphia and New York. Salary $1,500. 4439 SURVEY.

WANTED: Experienced settlement workers, social case supervisors, public health nurses, dietitians, welfare executives, for salaried appointments everywhere. If you need workers in your organization, you will find ours a superior service. Correspondence solicited. Aznoe's Central Registry for Nurses, 30 North Michigan, Chicago.

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WANTED: Capable, refined, protestant woman as dining room matron in an Orphanage. Must like boys and know how to handle them. Salary $60.00 per month and living. 4451 Survey.

WANTED: October 1st, Boston; woman resident, experienced in settlement work, to teach cooking and nutrition classes; also to participate somewhat in social activities. 4454 SURVEY.

WANTED: Stock-keeper to take charge of supply room. One who has had previous experience with a social agency or institution preferred. In answering, give experience, references, age and salary required. Jewish Welfare Society, 516 North 4th Street, Philadelphia, Pa.

WANTED: Capable, refined, young protestant woman as nurse and general assistant in an Orphanage. Training unnecessary but previous experience with sick children essential. Salary $60.00 per month and living. 4452 SURVEY.

WANTED: Jewess, Yiddish speaking, with case work experience to take charge of Jewish Social Work in small midwestern town. Excellent opportunity for constructive work and self development. 4455 SURVEY.

A LARGE East Side Philanthropic and Educational Institution needs several club leaders (women) who understand the needs of Jewish girls, and who have had actual experience in conducting clubs. 4460 SURVEY.

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FIELD WORKER wanted for Jewish institution caring for deaf children. Work could probably be arranged on a part time basis. 4462 SURVEY.

WANTED: May 1st, household manager for New York Settlement. Education, refinement and special experience or training essential to success. 4464 SURVEY.

NEW YORK SETTLEMENT will have space in residence April 15 for young woman interested in social problems. Board at the rate of $50.00 a month. 4465 SURVEY.

A Community Church near New York City, whose membership is open to all irrespective of belief, wants a leader for at least half-time work. Need not necessarily have theological training. Work will be largely organizational and social and particularly direction of work with children. Work will include leadership of Sunday service but speakers will in general come from outside. Address White Plains Community Church, White Plains, N. Y.

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TEACHERS wanted for public and private schools, colleges and universities. Education Service, Steger Building, Chicago.

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Physician Alone Wants Associate either sex, financially independent, to organize and manage Health Center, "Teaching the Gospel of Health." One intending to make it a life job. P. O. Box 61, Fenway Station, Boston, Mass.

SITUATIONS WANTED

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YOUNG TEACHER with pleasing personality wishes position as traveling companion, tutor or camp worker during summer months. Can leave June 25th. 4470 SURVEY.

SITUATIONS WANTED (Continued)

WANTED: Superintendency of a Children's Home; dependents or delinquents. Public experience—twelve years' executive work with children; two years' state and government employ; organization and statistical work. Graduate student and former teacher in state university. Also qualified by training and experience to superintend small farm and school work in connection with a childen's home. Age 38, married, in middle western city. 4450 SURVEY.

MAN of 36, with social welfare experience, wishes executive secretaryship or other administrative or sub-administrative position. Such a connection with a Civic League or Community Organization would be very desirable. Settlement or Institutional work gladly undertaken. Would also be exceedingly glad to undertake individual work among children or young people, having been connected with a child-protecting organization. Any location considered. Will also be glad to consider offers for summer or camp work. 4458 SURVEY.

DIRECTOR of Jewish Community Center desires similar position. Eight years' experience; University graduate; local and national references. 4466 Survey.

EXPERIENCED WORKER with boys desires immediate connection with an organization caring for dependent or delinquent children. Opportunity for constructive and progressive work given first consideration. Capable grade school teacher. Best of references. 4447 SURVEY.

YOUNG WOMAN, college and school of social work graduate—speaking Russian, French, German, Spanish—desires position research work about June 1, preferably industrial. 4448 SURVEY.

SUPERINTENDENT, Christian man, with years of training and successful executive experience in institutional work with children open for appointment. 4432 SURVEY.

EXPERIENCED Social Service Worker desires connection with Jewish Organization. Preference given to smaller community. 4440 SURVEY.

ENERGETIC young man, college graduate, with several years' experience, desires Boys' Worker position. Available in June. Best references. 4463 SURVEY.

SOCIAL WORKER with several years' experience with delinquent girls as parole officer, desires position. 4421 SURVEY.

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CURRENT PAMPHLETS

Listings fifty cents a line, for four insertions; copy to remain unchanged.

COLLECTIVE HOMICIDE—Letters to Harry Emerson Fosdick, by Henry W. Pinkham, with an introduction by Charles F. Dole, and a Note from Norman Angell. 64 pages. 15 cents, postpaid. Published by The Association To Abolish War, 7 Wellington Terrace, Brookline, Mass.

TEN-CENT MEALS, by Florence Nesbitt. 44 pp. (10 cents). How John and Mary Live and Save on $35 a Week—a weekly budget plan (10 cents). Weekly Allowance Book (10 cents). Am. School Home Economics, 849 East 58th St., Chicago.

A NEW UTOPIA. Showing how Charity would be unnecessary in an organized society. (25 cents), League-for-Living, 125 West 16th St., New York.

IN NON-UNION MINES: By Powers Hapgood of the U. M. W. of A. Bureau of Industrial Research, 289 Fourth Avenue, N. Y. 48 pp. Price 25 cents.

CREDIT UNION. Complete free information on request to Roy F. Bergengren, 5 Park Square, Boston, Mass.

WELFARE FEDERATIONS, by Edward T. Devine, contributing editor of The SURVEY. A reprint of four articles from The SURVEY. How Not To Do It: Philadelphia—The Mid-West Spirit: Louisville—Where It Works: Cleveland and Detroit—The National Agencies: General Considerations. Price 50 cents; 3 copies $1; 25 copies $6, postpaid. The SURVEY, 112 East 19th Street, New York, N. Y.

FINANCIAL FEDERATIONS, by William J. Norton, director of the Detroit Community Union. A reprint in handy pamphlet form of a series of articles published in recent Midmonthly issues of The SURVEY. Price 25 cents; 6 copies $1; 25 copies $3; postpaid. The SURVEY, 112 East 19th Street, New York, N. Y.

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BOYS' WORKERS ROUND TABLE; Quarterly; $1.00 per year. A Magazine of Applied Ideals in Boycraft. Published by Boys' Club Federation, 110 West 40th St., New York City.

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MENTAL HYGIENE; quarterly; $2.00 a year; published by the National Committee for Mental Hygiene, 370 Seventh Ave., New York.

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SOCIETY OF INDUSTRIAL ENGINEERS: Tenth National Convention. Hotel Gibson, Cincinnati, April 18-20. Society of Industrial Engineers, 327 South La Salle St., Chicago.

PHILADELPHIA WELFARE CONFERENCE: Philadelphia, April 18-20. Secretary, J. Prentice Murphy, Children's Bureau, 1432 Pine St., Philadelphia.

SOUTH CAROLINA STATE NURSES: Charleston, April 19-21. President, Frances J. Bulow, 40 Coming St., Charleston.

VIRGINIA CONFERENCE ON SOCIAL WORK: Charlottesville, April 22-24. President, Louis Brownlow, Virginia Conference of Social Work, Petersburg.

AMERICAN LIBRARY ASSOCIATION: Annual Conference. Hot Springs, Ark., April 23-28. Secretary, Carl H. Milan, 78 East Washington St., Chicago.

NORTH DAKOTA STATE NURSES' ASSOCIATION: Annual Meeting. Minot, N. D., April 26-27. President, Miss Sarah Sand, Osgood, No. 4, Fargo, N. D.

MASSACHUSETTS TUBERCULOSIS LEAGUE: Annual Meeting. Springfield, April 26-28.

BOYS' CLUB WORK CONFERENCE: Washington, May 7-11. Secretary, C. J. Atkinson, 110 W. 40 St., New York.

NATIONAL FIRE PROTECTION ASSOCIATION: Annual Meeting. Drake Hotel, Chicago (North Side), May 8-10. Executive Office, 87 Milk St., Boston.

INTERNATIONAL WOMAN SUFFRAGE ALLIANCE: Ninth Congress. Rome, May 12-19. Secretary, Palazzo dell'Esposizione, Via Nationale, Rome.

BIG BROTHERS AND BIG SISTERS: Annual Conference. Hotel Roosevelt, Washington, May 14-15.

NATIONAL PROBATION ASSOCIATION: 17th Annual Conference. New Willard Hotel, Washington, May 14-16. Secretary, Charles L. Chute, National Probation Association, 370 Seventh Ave., New York.

NATIONAL CONFERENCE OF SOCIAL WORK: Fiftieth Anniversary Session. Washington, May 16-23. Secretary, William Hammond Parker, 1714 Pennsylvania Ave., Washington.

PAMPHLETS RECEIVED

THE CLOSED UNION SHOP IS JUSTIFIABLE. The Case for the Closed Union Shop, with Appendix, Including Bibliography. Compiled by Edison L. Bowers, A.B. and Alfred G. Buehler, A.B., Tiffin, Ohio.

WELFARE FEDERATIONS. By Edward T. Devine. Reprinted from THE SURVEY. Price, 50 cents.

SOCIAL SERVICE THROUGH THE PARISH. By Jeffrey R. Brackett, Ph. D. The National Council, Department of Christian Social Service, 281 Fourth Ave., New York. Price, 50 cents.

A PRACTICAL PROGRAM FOR CHURCH GROUPS IN JAIL WORK. By Rev. Charles N. Lathrop. The National Council, Department of Christian Social Service, 281 Fourth Ave., New York. Price, 15 cents.

A WORLD MORALLY OUT OF JOINT. By Felix Adler. The American Ethical Union, 2 West 64th St., New York.

THE RACIAL MINORITIES IN HUNGARY AND CZECHOSLOVAKIA. Czechoslovakia Press Department, 31 East 17th St., New York.

FINANCIAL FEDERATIONS. By William J. Norton, Director, Detroit Community Union, 316 Jefferson Ave., East. Reprinted from THE SURVEY. Price, 25 cents.

BIOLOGY IN THE PUBLIC PRESS. By Charles W. Finley and Otis W. Caldwell. The Lincoln School of Teachers College, 425 West 123rd St., New York.

NEW AMERICANS. A Statement of Developments in Follow-Up Work of Protestant Immigrants. By Raymond E. Cole. Home Missions Council and Council of Women for Home Missions, 156 Fifth Ave., New York.

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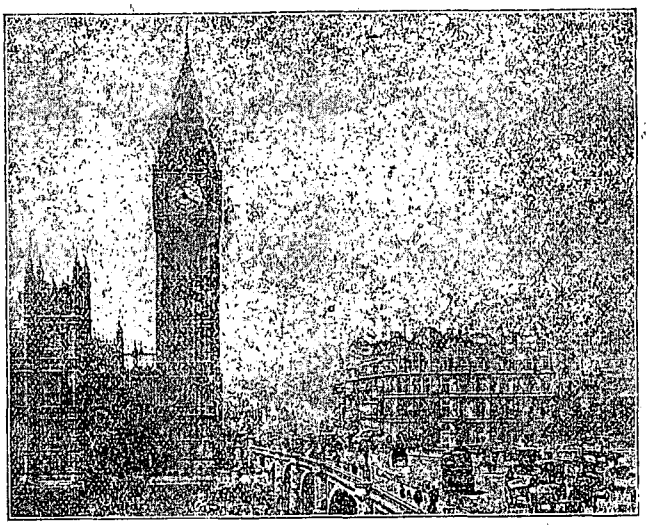

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